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THE UNIVERSITY OF ALBERTA
THE DEGREE OF IMPLEMENTATION OF CERTAIN RECOMMENDATIONS
OF THE NEWFOUNDLAND ROYAL COMMISSION ON
EDUCATION AND YOUTH

by



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A THESIS
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The undersigned certify that they have read,
and recommend to the Faculty of Graduate Studies for
acceptance, a thesis entitled "The Degree of
Implementation of Certain Recommendations of the
Newfoundland Royal Commission on Education and Youth"
submitted by Thomas J. LaFosse in partial fulfilment
of the requirements for the degree of Master of
Education.

ABSTRACT

The Royal Commission on Education and Youth was set up to examine all aspects of education in the Province of Newfoundland. In January, 1967, the Commission submitted Volume I of its report to the government of Newfoundland. This thesis has examined 47 of the recommendations from Volume I dealing with teacher recruitment and training. This study investigated the issues which the Commission considered important on the topic of teacher recruitment and training, the views which various organizations presented to the Commission in written briefs, the extent to which recommendations have been implemented and the factors which appear to have influenced the response to these recommendations.

Data for the study was obtained from the files of the Commission, including briefs presented by organizations and individuals who appeared before the Commission. Structured interviews were conducted with representatives of organizations responsible for decisions in education in the Province, and with members of the Commission and consultants who prepared papers in the area of teacher training and recruitment.

The shortage of well qualified teachers was the major issue which the Commission recognized. Associated

with the teacher shortage were the poor living and working conditions which made many areas of the Province unattractive to teachers. Teacher training programs were considered to be too narrow in scope.

Most organizations felt that financial incentives in the form of bursaries to students, adequate salaries, and greater efforts to improve schools and teacher housing in rural communities would do much to attract and retain more persons in teaching. Improvements in the level of training would not only raise the standard for certification to a more desirable level but would also serve to attract more young persons choosing a career.

A recommendation has likely been implemented if it is: (1) congruent with the policy of the group to which it was directed, (2) directed to one organization rather than several, (3) directed to the Faculty of Education. Recommendations which require the cooperation of several groups have taken longer to implement or have not been considered. Although a large number of recommendations have been classified as implemented in full or in part, it is impossible in most cases to determine whether the recommendation caused a change in the policy of the organization to which it was directed.

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Chapter 1

INTRODUCTION

Royal Commissions have been used to investigate a great variety of social problems in Canada. Practically every province has had one or more Royal Commissions to examine some aspects of the formal education which it offers to its citizens. In spite of their wide use, there has been little research into the functioning of commissions of inquiry. This study has attempted an analysis of the operation of the Royal Commission on Education and Youth in Newfoundland.

On January 15, 1967, Dr. P. J. Warren, Chairman of the Royal Commission on Education and Youth presented Volume I of his report to the Honourable Fabian O'Dea, Lieutenant-Governor of the Province of Newfoundland. The Commission had been initiated by Provincial Order-In-Council number 778-64, dated December 11, 1964, setting up a commission of inquiry to:

- (a) make a careful study of all aspects of education in Newfoundland;
- (b) enquire into and report upon any circumstance in connection with education which in the opinion of the Commission should be brought to the notice of the Lieutenant-Governor in Council;

- (c) make such recommendations as the Commission may think fit on the subject of education in Newfoundland and its future development and expansion having due regard to the rights and privileges now applying in respect of schools and classes of persons in Newfoundland and entrenched in the Terms of Union of Newfoundland with Canada.

The Report of the Royal Commission on Education and Youth is contained in two volumes and its findings are based on information collected by the Commission through 179 public hearings, 149 submissions made by groups and individuals, 14 research projects undertaken for the Commission, and a number of visits by Commissioners to educational facilities and conferences in Canada and selected European countries. Volume I, with which this study deals, contains 188 recommendations covering a wide range of topics. Some major areas covered in Volume I refer to: education and society; pupil retention and achievement; organization of the Department of Education; recruitment and training of teachers; the curriculum and examinations. The Report, with the exception of some sections of chapter four dealing with the organization of the Department of Education, was concurred in by all twelve members of the Commission.

THE PROBLEM

A commission makes recommendations as a result

of its study of an area considered to be in need of change. Some of the recommendations are acted upon while others are not. What factors appear to determine the response to a particular recommendation? Two major factors seem worthy of investigation: first, the process which led the Commission to make a recommendation; second, the factors which appear to determine the response of various groups to the recommendation. To facilitate the analysis, an examination of forty-seven recommendations relating to the supply, certification and training of teachers has been made. The analysis has been done in relation to the following questions:

1. What were the prevailing issues at the time the Royal Commission made its report?
2. What were the views of various groups in regard to these issues?
3. What considerations determined the recommendations made by the Commission?
4. What factors appear responsible for the acceptance or non-acceptance of the Commission's recommendations?

These questions will be presented in more detailed form in the section dealing with the conceptual framework to be introduced later in this chapter.

JUSTIFICATION FOR THE STUDY

Royal Commissions have been widely used in Canada and appear to enjoy a measure of public confidence. Yet there has been little investigation into the social processes which are involved. A clearer understanding of these processes would be of value not only to members of commissions and governments but also to individuals and groups which seek to influence the decisions which are being made.

The Newfoundland Royal Commission on Education and Youth represented the first comprehensive study of education ever undertaken in the Province. The educational system has expanded from the days when the Benevolent Irish Society and the Society for the Propagation of the Gospel operated the only formal educational institutions in the colony to the point where education has become the major responsibility of government and the most expensive service industry in the public sector of the Province. The recommendations made by the Royal Commission were designed to bring about changes made necessary by that expansion and the changing demands of society on the educational system.

In view of the experience of other provinces, it is not unlikely that Newfoundland will consider the

appointment of other commissions, perhaps in education, to investigate and report on areas of public concern. This study has attempted to examine and explain the social processes related to the functioning of the Royal Commission on Education and Youth and thereby assist in making the operation of such bodies more clearly understood.

THE LITERATURE

In 1970, a three part investigation carried out by Daloise, Maddocks and Wilcer, was entitled "A Study of the Degree of Implementation of Recommendations Made by the Royal Commission on Education in Alberta, 1959." The Daloise study deals with recommendations pertaining to the administration and organization of education. The Maddocks study deals with the supply, preparation and training of teachers while the Wilcer study deals with the control of education.

In their study of the Alberta Royal Commission on Education, Daloise, Maddocks and Wilcer reached a number of conclusions which they felt were in some degree responsible for determining the response to recommendations. Their conclusions may be summarized as:

1. If a recommendation is supported by all major educational groups or is not opposed by them, it will likely be implemented.
2. Where a recommendation was consistent with existing policy or where the recommendation extended present practice, it will likely be implemented.
3. Implementation was slow or did not occur when there was a question regarding responsibility for implementation.
4. Some recommendations were not implemented because they required the implementation of other recommendations as a precondition.
5. Those recommendations no longer considered relevant were disregarded.
6. A great majority of the recommendations not implemented were not suggested to the Commission by any of the major educational organizations.

THE CONCEPTUAL FRAMEWORK

Figure 1 on the following page is used to illustrate the operation of the Commission within the societal framework. It is an attempt to conceptualize the social process which developed in relation to the Commission. The diagram begins with the time when society, or certain segments of society, felt that changes were necessary in the educational system of the Province. It concludes with the responses made by various groups to the recommendations presented by the Commission. The conceptual scheme used in this study

Conceptual Scheme

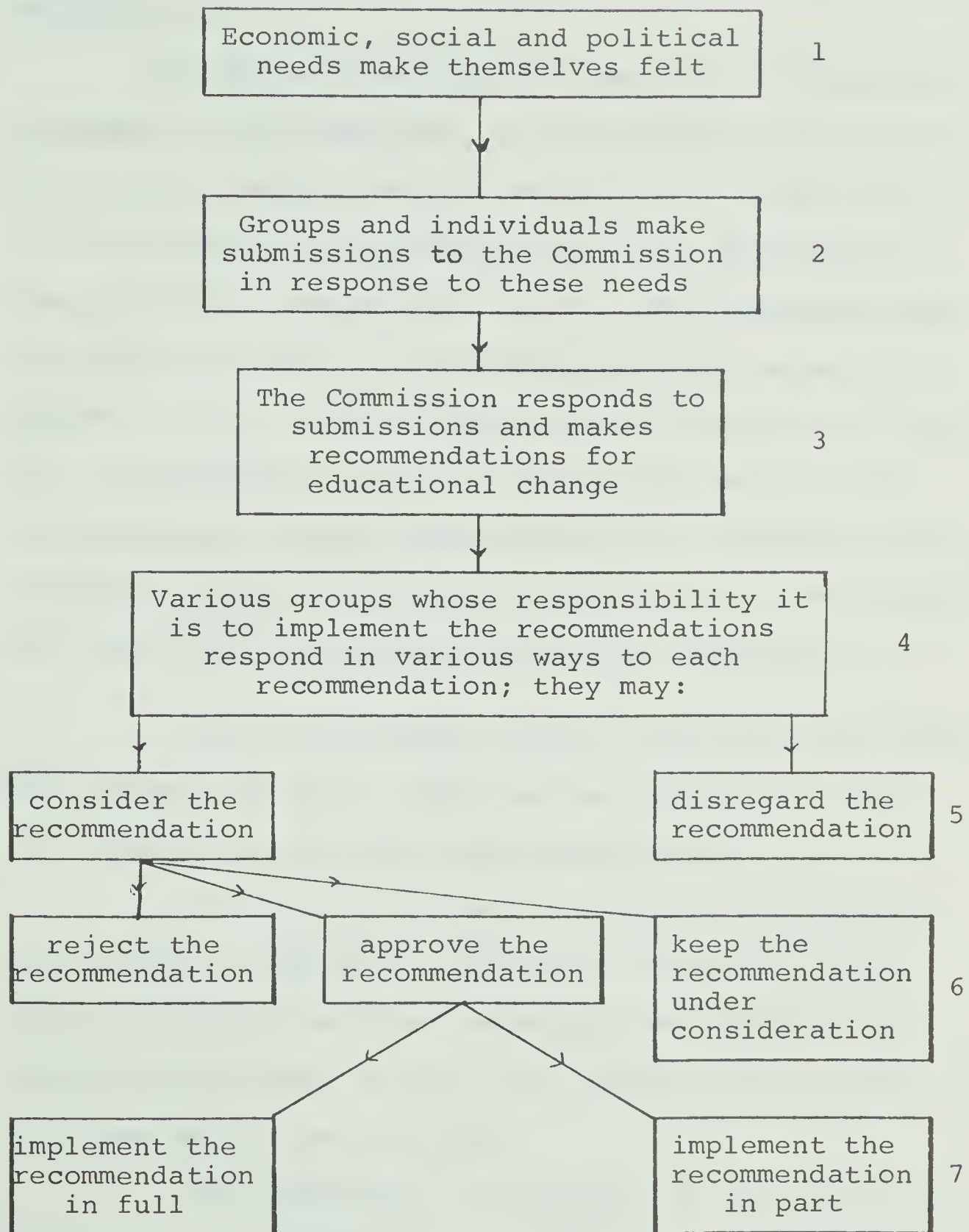


Figure 1

is adopted from one devised by Daloise, Maddocks and Wilcer in their study of the Alberta Royal Commission on Education.

The Royal Commission on Education and Youth was convened by the Government of Newfoundland in response to various economic, social and political needs which reflected some dissatisfaction with the operation of the provincial educational system. The Commission was instructed to make an investigation of all aspects of education and to make recommendations designed to remove the dissatisfactions which were felt to exist. Each recommendation can be considered to be a response to an economic, social, or political need which was expressed and which received recognition by the Commission.

1. Certain economic, social, and political needs made themselves felt. This led the Government to set up a Commission to investigate the problem.

2. Various groups and individuals responded to these needs by appearing before the Commission with briefs, studies, and oral presentations designed to create an awareness of what the problems were and the solutions which they proposed.

3. The Commission in response to the ideas and opinions of the groups and individuals who appeared

before it, and supported by its own independent studies, made recommendations to various groups for educational change.

4. Groups have examined the recommendations in relation to their established policies and their field of interest and jurisdiction.

5. The group or groups to whom the recommendations are directed have seen it as their responsibility to either consider the recommendations or disregard them.

6. Having considered a recommendation, the groups either rejected it or expressed a view contrary to the intent of the recommendation.

7. Having given their approval of a recommendation, the groups have either proceeded towards implementation in full or in part.

COLLECTION AND TREATMENT OF DATA

The two major sources of data have been the files of the Commission and interviews and correspondence with representatives of groups who are involved in the formulation of educational policies in the Province. Further interviews were conducted with members of the Commission. In addition to the interviews and files of the Commission, the study titled

"Teacher Supply and Teacher Education in Newfoundland" done for the Commission by H. T. Coutts, Dean of the Faculty of Education, University of Alberta, received careful consideration.

FRAMEWORK FOR THE COLLECTION OF DATA

In order to facilitate the treatment of data collected from interviews and through reference to printed materials, the following questions were formulated:

1. Where did the recommendation originate?
 - (a) did any briefs presented to the Commission suggest it?
 - (b) was the recommendation based on research done for the Commission?
 - (c) what factors led the Commission to make the recommendation?
2. To whom was the recommendation directed?
3. What has been the response to the recommendation by the groups to whom it was directed?
Which groups have:
 - (a) approved it in principle?
 - (b) rejected it?
 - (c) disregarded it?
 - (d) deferred it?
 - (e) implemented it: i. in part?
 ii. in full?
4. Where implementation has occurred,
 - (a) how was it effected?
 - (b) by what group or groups has it been effected?
 - (c) what factors have contributed to this response?

5. Where implementation has not occurred, which of the following reasons appear to be significant in preventing its implementation?
- (a) recommendation no longer viable
 - (b) opposition to the intent of the recommendation from the public
 - (c) question of responsibility for initiative in implementing
 - (d) contrary to the established policy of one or more groups
 - (e) still being considered by one or more groups
 - (f) other action has been taken to correct the problem which the recommendation was designed to overcome
 - (g) other.

CRITERIA FOR ASSESSING THE DEGREE OF IMPLEMENTATION

Implementation is considered to have taken place when some action has occurred which may be judged as being in accord with the action proposed in the recommendation. Implementation in Full is considered to have occurred when action has taken place which is in full accord with the action proposed in a recommendation. For example, recommendation number 76 states:

We recommend that consideration be given to the establishing of departments within the Faculty of Education at Memorial University.

This recommendation is considered to have been Implemented in Full since there has been set up within the Faculty a Department of Educational Administration, a Department of Curriculum and Instruction, and a Department of Educational Foundations.

Implementation in Part is considered to have taken place where action has occurred which is in partial accord with the action proposed by a recommendation or where implementation is a continuing process. An example of this is recommendation 77 which states:

We recommend that facilities be provided by Memorial University to permit the Faculty of Education to expand its programs and services as the needs of education in the schools of Newfoundland dictate.

This recommendation has been classified as Implemented in Part since the programs and services of the Faculty have expanded. However, as the needs of schools continue to expand, it will be necessary for the Faculty to continue to expand its programs and services. Implementation is therefore a continuing process.

A recommendation is classified as Rejected when action has taken place which can be considered contrary to the intent of the recommendation. An example of this is recommendation number 52 which states:

We recommend that an effort be made to recruit an increased number of teachers from places outside Newfoundland.

This recommendation is classified as Rejected since there is no evidence to suggest that an effort has been made to recruit more teachers from outside the Province.

A recommendation is classified as Under Consideration where implementation has not occurred but

where a group is considering the recommendation and anticipates a change in policy which may result in the recommendation being implemented. An example of this is recommendation number 79 which states:

We recommend that Memorial University through its Faculty of Education give consideration to the early introduction of university level programs in art, music, drama, and home economics in order to make possible the more diversified programs needed in the schools of Newfoundland.

While there has not been a definite decision to implement the specific programs outlined in the recommendation, the Faculty is now considering the possibility of such programs and consequently the recommendation is classified as Under Consideration.

Any recommendation which appears not to have been considered by some group is classified as Disregarded. An example of a recommendation which appears to have been disregarded is number 59 which states:

We recommend that the commencing salaries of fully qualified teachers be set at a level that is comparable to salaries paid in other professions in Newfoundland that require equivalent qualifications.

For reasons explained in Chapter 2 this recommendation appears not to have been considered.

DELIMITATIONS

The study is delimited to a consideration of 47

recommendations dealing with the supply, education, and certification of teachers. These recommendations are contained in chapters seven and eight of Volume I of the Commission's Report. These recommendations were selected for study because they represent a distinct area of the Commission's inquiry and within this area can be found a wide variety of responses. It is also an area of important concern to the researcher.

LIMITATIONS

The study is subject to a number of limitations. First, the interview method, because of the time and money which such research involves, restricts the number of persons from whom information may be gathered. Second, the interviewer was asking for information which in some instances required the respondents to recall events and facts several years in the past. Third, in a number of cases where the policy of an organization may not be clearly defined, the response of persons interviewed may not accurately reflect the views of the organization which they represent. Fourth, while all the written submissions to the Commission were examined, it was impossible to analyze the discussions which took place in the public hearings which were associated with them. The tapes have never been transcribed. Some of

these discussions may have significantly influenced the Commission's report but they are not considered here. Fifth, it was impossible to evaluate the discussions which occurred among members of the Commission. These discussions and debates form an important part of the Commission's study.

GROUPS TO WHOM RECOMMENDATIONS WERE DIRECTED

All recommendations referred to in chapters two and three of this study are considered to have been directed to one or more of the groups or organizations below.

The Department of Education

The department of government responsible for the administration of public education in the Province. At the time of the Commission, the chief policy-making body of the Department of Education was the Council of Education representing the Minister of Education, the Deputy Minister and representatives of each of the 'recognized' religious denominations operating schools in the Province. It is referred to as the Department.

The Faculty of Education

A faculty of the Memorial University of Newfoundland. Referred to as the Faculty. It is respon-

sible for the training of teachers in Newfoundland. No teacher training occurs except under the auspices of the Faculty.

The Memorial University of Newfoundland

Organized in 1925 as the Memorial University College, it became a degree conferring institution in 1949. It is the only university in Newfoundland. Referred to as the University.

The Newfoundland Teachers' Association

Referred to as the N.T.A. It is the professional association which represents all elementary and secondary teachers in Newfoundland. The N.T.A. has a longer history of direct involvement in education than any other public organization in the Province.

ORGANIZATION OF THE THESIS

The remainder of this thesis is divided into three chapters. Chapter two deals with recommendations related to increasing the supply of qualified teachers in Newfoundland. Chapter three deals with recommendations related to the training of teachers and the organization and operation of the Faculty of Education of Memorial University. Chapter four presents a summary of the findings of this study and presents some

suggestions for further study.

The internal organization of chapters two and three may be briefly noted. The recommendations in each chapter have been grouped under appropriate sub-topics. For example, chapter two has been divided into three sub-headings: A Recruitment Program, Salaries and Working Conditions, and Changes in Certification. Within the sub-topics, each recommendation is examined in relation to two aspects. First, the Nature of the Recommendation. Here the factors which appear to have led to the recommendation being made are examined. Second, the Response to the Recommendation. Here the action of various groups in response to the recommendation is noted and where possible an analysis of the factors which appear to have brought about that response is made. At the end of each sub-topic, a brief discussion is presented along with a table summarizing the major factors considered in the study.

Chapter 2

TEACHER SUPPLY

Chapter seven of Volume I of the Commission's Report deals with teacher supply. It consists of 19 recommendations numbered 50 to 68. Three categories have been identified for this study. They are: A Recruitment Program, Salaries and Working Conditions, and Changes in Certification. Before attempting an analysis of these categories, it will be necessary to look briefly at the problem of teacher supply for the period up to 1966 when the Commission made its Report.

SOME FACTORS RELATED TO THE SUPPLY OF TEACHERS

Enrolment

Population increases lead inevitably to higher enrolment in the school system. The 'population explosion' of the fifties had its impact on the schools of Newfoundland. Table 1 shows that between 1957 and 1966 the total enrolment in elementary and secondary schools increased by 35.5 per cent. Elementary enrolment increased by 25.9 per cent and secondary enrolment by 81.7 per cent. In other words, just to maintain the same pupil-teacher ratio in 1966 as existed in 1957,

Table 1
Elementary and Secondary School
Enrolment in Newfoundland

Year	Elementary Enrolment	High School Enrolment	Total
1957	87,765	20,342	108,108
1958	91,116	22,127	113,243
1959	95,332	23,947	119,279
1960	98,327	26,540	124,867
1961	99,572	29,345	128,917
1962	101,900	31,847	133,747
1963	104,077	33,623	137,700
1964	106,032	37,703	140,735
1965	108,551	35,578	144,129
1966	109,534	36,969	146,503
Increases	25.9%	81.7%	35.5%

Source: Statistical Supplements to the Annual
Reports of the Department of Education,
St. John's, Newfoundland.

the province would have required a 35 per cent increase in the supply of teachers. The fast growing high school enrolment meant that the demand for teachers with greater specialization was also increasing.

The Diocesan Synod Education Committee (1966:44) indicated that Anglican schools would require an additional 130 teachers in the five years after 1966. The Roman Catholic Hierarchy estimated that during the same period, they would require 30 per cent more high-school teachers and a 15 per cent increase in the number of elementary teachers.

Pupil-Teacher Ratios

Not only was there an increase in pupil enrolment but at the same time a policy was followed of reducing the pupil-teacher ratio. Table 2 shows that between 1957 and 1966, the average pupil-teacher ratio declined from 32.1 to 26.3. The pupil load per teacher did not decline to the extent shown in Table 2; part of the decline in the pupil-teacher ratio can be attributed to the increased number of personnel in non-teaching administrative positions in schools. An increase in the number of administrative positions together with a decline in the actual pupil-teacher load resulted in a need for more teachers.

Table 2
Pupil-Teacher Ratios for
Newfoundland Schools

Year	Ratio	Year	Ratio
1957	32.2	1962	28.8
1958	30.6	1963	27.9
1959	32.2	1964	26.9
1960	29.9	1965	26.4
1961	29.7	1966	26.3

Source: Report of the Royal Commission on Education and Youth, Volume I, 1967.

Table 3 shows the combined effect of reducing the pupil-teacher ratio and increasing enrolment on the number of teachers employed in elementary and secondary schools. The number of teachers increased from 3,527 in 1957 to 5,644 in 1966. This represents an average annual increase of six per cent during the ten year period. The Province was required to find 2,117 teachers in order to provide for the growth in the school population and to reduce the pupil-teacher ratio.

High Rate of Teacher Turnover

Another factor affecting the supply of teachers was the large number who resigned each year. The supply

Table 3
Increases in the Number of Elementary
and Secondary Teachers

Year	Number of Teachers	Annual Increase	% Increase
1957	3527	---	
1958	3894	367	10.4
1959	4019	125	3.2
1960	4317	298	7.4
1961	4502	185	4.3
1962	4789	287	6.4
1963	5049	260	5.4
1964	5351	302	6.0
1965	5543	192	3.6
1966	5644	<u>101</u>	1.8
Total Increase		2,117	

Source: Statistical Supplements to the Annual
Reports of the Department of Education,
St. John's, Newfoundland.

of teachers which had been relatively stable until 1939 was seriously affected when the war presented an alternate source of employment. Large numbers left teaching to join the armed forces or to find work in war related industries. In 1949 when Newfoundland joined Canada, many more teachers found employment in the Federal Civil Service or in the Provincial Civil Service. To provide teachers in the emergency which resulted, the Department of Education instituted a six week summer school. When the number of trainees from this program was found to be insufficient to meet the demand, persons with no training were hired.

Because each year would see about one-third of the unqualified teachers leave the profession, the problem of an adequate supply was still unsolved. The Newsletter (March, 1966) stated that at the end of each year, approximately twenty per cent of all teachers resigned. In a typical year, the Province was increasing the size of the teaching force by six per cent and at the same time attempting to find replacements for the large numbers who left during that year.

The Quality of the Supply

Considering the magnitude of the problem, the attempts of various denominational authorities to find

recruits was meeting with some success. Table 4 shows the distribution of certified and licenced teachers in the Province in the ten years preceeding the Commission's report. Three developments may be noted. First, the number of certified teachers more than doubled. Second, licenced teachers as a per cent of the total declined from 54 per cent in 1957 to 32 per cent in 1966. Third, in spite of the advances that had been made, the number of licenced teachers had remained unchanged during the ten years. If the criteria of junior matriculation plus two years of training were used, more than one half the teachers in the Province would have been classified as not certified. Tables 5 and 6 show the number of teachers for each category of certificate and licence.

The supply of qualified teachers varied greatly throughout the Province. The Commission noted (Report: 112) that in 1965 Labrador West and St. John's East had no licenced teachers. Both districts showed sizeable proportions of their staffs with Grade IV certificates or above. At the other extreme, the districts of Green Bay and St. Barbe North had 33.6 and 29.1 per cent of their teachers with certificates. Schools which were located in isolated areas experienced considerable difficulty in attracting qualified teachers. The dispa-

Table 4
 Certified and Licenced Teachers
 in Newfoundland

Year	Certified*	Licenced**	Total
1957	1550	1818	3368
1958	1722	1805	3527
1959	1936	1958	3894
1960	2158	1853	4011
1961	2321	1996	4317
1962	2518	1984	4502
1963	2852	1937	4789
1964	3186	1863	5049
1965	3478	1873	5351
1966	3792	1749	5541

*Certified: having a certificate showing junior matriculation plus one or more years of teacher training.

**Licenced: having less than one year of teacher training and including those with no training and not having completed junior matriculation.

Source: Statistical Supplements to the Annual Report of the Department of Education, St. John's, Newfoundland.

Table 5
Certificated Teachers
in Newfoundland

Year	Grade of Certificate							Total
	I	II	III	IV	V	VI	VII	
1957	867	293	141	249				1550
1958	996	314	133	279				1722
1959	1111	347	156	322				1936
1960	1191	406	176	385				2158
1961	1276	425	186	434				2321
1962	1359	479	211	469				2518
1963	1532	538	240	542				2852
1964	1747	569	261	481	98	26	4	3186
1965	1839	629	294	452	204	44	16	3478
1966	1973	691	328	449	257	69	25	3792

Note: Each grade is the equivalent of one year of teacher training.

Source: Statistical Supplements to the Annual Report of the Department of Education, St. John's, Newfoundland.

Table 6
Licenced Teachers
in Newfoundland

Year	Emergency Supply	C Licence & Probationers	B Licence	A Licence	Total
1957	583	756	383	96	1818
1958	534	834	321	116	1805
1959	375	1139	282	162	1958
1960	325	1123	225	180	1853
1961	303	1271	216	206	1996
1962	313	1271	197	203	1984
1963	272	1239	189	237	1937
1964	230	1236	177	220	1863
1965	196	1267	170	240	1873
1966	258	1099	168	224	1749

Source: Statistical Supplements to the Annual
Report of the Department of Education,
St. John's, Newfoundland.

rity between the quality of education offered in various districts of the Province was therefore considerable.

A RECRUITMENT PROGRAM

Recommendations 50, 51, 52, 53, 54, 55 and 56 deal with methods of recruiting teachers. The Commission made a number of general and specific suggestions for improving the supply of teachers.

Recommendation 50 (Recruiting Teachers)

We recommend that a joint committee representative of the Department of Education, Faculty of Education, Newfoundland Teachers' Association, and school boards be set up to explore co-operative means of recruiting teachers.

Nature of the recommendation. The purpose of recommendation was quite clear. The Commission felt that all answers to the question of teacher supply had not been provided. Furthermore, there was a need to involve a number of organizations who had up to that time not been active in recruiting teachers. The Roman Catholic Hierarchy and the United Church School Board both felt that greater efforts should be made to recruit teachers. The suggestion for a committee seems to have come from the Diocesan Synod Education Committee which recommended to the Commission the formation of a committee to study the problem which it described as

critical. The Commission does not make clear who would take the initiative for setting up the committee but probably the nature of the problem meant that the Department would take the initial step in organizing the groups to form the joint committee.

Response to the recommendation. The committee, made up of the groups mentioned in the recommendation, was set up and a conference on teacher recruitment was held during January, 1970. At the end of the conference, a number of resolutions directed mainly to the Department were passed. One of these urged that studies be undertaken to determine the need for teachers for the period beginning in 1970 to 1979. Other resolutions dealt with increased aid to student-teachers, the need to provide prospective teachers with information to assist in choosing a career. There is no indication whether the Department has made any response to the resolutions arising from the conference. Most of the resolutions covered the same ideas as the Commission had covered four years earlier in its Report. However, the action required to implement the recommendation has been undertaken. The recommendation is classified as implemented in full.

Recommendation 51 (Vocational Choice)

We recommend that guidance and counselling services be expanded in the schools of Newfoundland as a means of providing sound and objective information as a basis for wise educational and vocational choice.

Nature of the recommendation. Two aspects of the problem related to the supply of teachers are dealt with here. First, there was a need for more careful selection of prospective teachers. Second, there was a need for trained personnel in the schools to assist students in making a career choice.

The Faculty was concerned that no criteria beyond academic success was used in the selection process. Hunter, a noted educator in Newfoundland, commented in his submission on the quality of students who entered teacher training. He said (p. 14):

Their circumstances are not in their favour. The great majority of them are drawn from schools outside the best towns. . . . They have therefore achieved matriculation in difficult conditions and thanks only to an examination system that is not efficiently selective. I have had to do with numerous undergraduates of this kind; normally intelligent, willing, even anxious to learn but completely uninformed, having a child's vocabulary of monosyllables, and accustomed to purely rote methods of study.

Whether implementation of this recommendation would result in better quality candidates cannot be determined. Pre-service selection of candidates will require the development of suitable criteria for use in

schools in the Province. There is little evidence that criteria can be developed which will be effective in selection. There can be little doubt that the assistance of guidance personnel in schools will allow students to make a career decision based on better information than has been available to them in the past.

Response to the recommendation. The response of the Faculty to this recommendation was to introduce diploma and graduate programs in guidance. It is now possible to train guidance counsellors within the province. However, before there can be any significant increase in guidance services available in the schools, the salary regulations of the Department will have to be changed to give school boards more salary units. A sub-committee of the General Advisory Committee is studying the regulations and it is anticipated that some more flexible regulations will be recommended to the Minister of Education.

The Guidance Council of the N.T.A., apparently in anticipation of the recommendations which the sub-committee will make to the Minister, wrote him on April 14, 1971, expressing their concern that there "will be no allocation of salary units to school boards for the purpose of hiring school counsellors and other specialists." Furey (Interview, April 29, 1971) expressed

the view that even the present regulations gave school boards enough flexibility to hire guidance counsellors. However, in the case of small school units this could not be done without some reduction in the regular academic staff.

This recommendation has been classified as implemented in part. The Faculty has provided the necessary programs to train teachers who wish to become guidance counsellors but the Department has not yet moved to specifically assist school boards to expand their guidance services to any significant degree.

Recommendation 52 (Recruiting Out-of-Province Teachers)

We recommend that an effort be made to recruit an increased number of teachers from places outside Newfoundland.

Nature of the recommendation. Coutts, who made the recommendation to the Commission, advised that since at the time most countries in the Western world were experiencing teacher shortages, this would not be a very satisfactory solution to Newfoundland's problems. While the recommendation is not specifically directed to the Department it would have to be considered the only organization which could effectively conduct a campaign of teacher recruitment. The larger school boards would not have any difficulty in attracting

teachers from within the Province while the smaller boards would not have sufficient funds or personnel.

Response to the recommendation. The Department had conducted a teacher recruitment campaign on a limited scale, particularly in Britain. However, the improvement in the supply of teachers within the Province made such a campaign unnecessary. Furey (Interview, April 29, 1971) expressed the view that it was still necessary to recruit a number of teachers from outside the Province for areas where no programs were available in the Province. Some school boards had advertised for teachers in other provinces but there had not been a concerted effort to recruit more teachers.

The lack of response to this recommendation may be attributed to two factors. First, the supply of teachers within the Province had improved considerably since the Commission reported. While isolated communities continue to have difficulty in attracting qualified teachers, larger centers such as Corner Brook and St. John's have teachers who are unable to find work in their own towns. Second, the responsibility for recruiting teachers is one which the Department shares with the religious denominations. This makes it difficult for the Department to take the initiative in

recruiting teachers even in the special areas such as art, music, and home economics where teacher shortages persist. This recommendation is classified as rejected.

Recommendation 53 (Increasing the Number of
Matriculants)

We recommend that every possible effort be made to increase the number of matriculants as the main source of candidates for teaching.

Recommendation 54 (Flexibility of Matriculation
Requirements)

We recommend that consideration be given to increasing the flexibility of matriculation requirements.

Nature of the recommendation. Table 7 shows the number of students who wrote grade eleven provincial examinations during the years 1960-66. Column II indicates that while the number of students matriculating had increased substantially during the period, matriculation students as a percentage of the number writing the examinations had not changed much since 1961. The Commission felt that since the Faculty annually attracted about one-third of those matriculating, by increasing the number who matriculated, the supply of teachers would be increased. Recommendation 54 indicates that matriculation should be made more flexible. A student seeking admission to the Faculty of Education should not necessarily require the same subjects for

matriculation as a student applying for admission to the Faculty of Arts and Science.

Response to the recommendations. Whether all the organizations involved have made "every possible effort" to increase the number of matriculants is impossible to determine. The Faculty, according to the Dean, continues to attract an increasing number of students. In 1966, there were 732 students in the first year of the teacher education programs of the Faculty. In 1970, 865 students were registered in the first year of the programs. The introduction of a Junior Division by Memorial University has enabled students who did not meet entrance requirements to do a foundation year permitting them to continue in the regular university programs after they have made good any deficiencies. Students who have an average of not less than seventy-five per cent in their final year at high school may enter the university without having written the provincial examinations. Students who are twenty-one years or older may enter the Faculty without having completed matriculation. Recommendation 53 is impossible to classify while recommendation 54 is classified as implemented in full.

Table 7
Grade Eleven Students Writing
Provincial Examinations

Year	Wrote	Matriculated No.	%	Passed No.	%	Failed No.	%
1960	3301	916	28	1221	31	1164	35
1961	3482	1256	36	1119	32	1107	32
1962	3916	1271	32	1084	28	1567	36
1963	4381	1579	36	1235	28	1567	36
1964	4721	1787	38	1641	35	1293	27
1965	4916	1803	37	1697	35	1416	28
1966	5174	1911	37	1774	34	1489	29

Source: Division of Public Examinations,
Department of Education, St. John's,
Newfoundland.

Recommendation 55 (Recruiting Adults for Teaching)

We recommend that promising adults be recruited as candidates for a career in teaching.

Nature of the recommendation. The "promising adults" referred to in the recommendation are those who have left school. Of these, many would not have completed matriculation requirements. To be implemented, it would require that entrance requirements to the Faculty be made flexible enough to permit mature

students who had not matriculated to enter. It would also require the provision of special financial assistance since many adults with families to support would find attendance at university very expensive.

Response to the recommendation. Hickman (Interview, May 3, 1971) stated that it is the policy of the University to admit mature students over the age of 21 irrespective of their having completed matriculation. Each case is considered individually by the Faculty. A small number have applied and have been admitted. The Department does not provide special financial incentives to adults. All students are eligible for the same grants and bursaries. For a number of older persons who are already teaching on a licence, the Department has provided a number of special grants of \$150 to assist in gaining credits in summer sessions towards a permanent certificate.

While the University has responded to the recommendation by permitting promising adults to enter for teacher training, the Department has not conducted a campaign to recruit adults. Persons who have completed either a B.A. or B.Sc. degree may, by completing a year of studies with the Faculty of Education, qualify for a B.Ed. degree or a Diploma in

Education. As mentioned previously, the denominational responsibilities for recruiting teachers make it difficult for the Department to act without consultation. No denomination opposed the recruitment of adults for teaching. The recommendation is classified as implemented in part.

Recommendation 56 (Bursaries for Students)

We recommend that, for the present a differential bursary for students in the Faculty of Education be continued, but that ultimately aid to university students be the same for all.

Nature of the recommendation. At the time the Commission reported, the Department paid the tuition fees for all students in the university except those who were enrolled in the first year teacher training program. Students in the first year of the program received a grant of \$600. After paying their tuition fees, they were left with a balance of from two to three hundred dollars. This was referred to by the Commission as a differential bursary. Coutts in his study done for the Commission said:

Ideally bursaries and scholarships should be available on the basis of need and academic accomplishment respectively. Ideally, too, these aids should not be used to interfere with freedom of vocational choice. Some financial inducements should be maintained however until such time as there is a much greater proportion of the teaching force with full certification. (p. 14)

Many of the organizations appearing before the Commission supported the stand that the financial incentives were necessary. Some recommended that they be increased. The Roman Catholic Hierarchy suggested that the grant be increased to \$1200 to cover the whole cost of a year at university. The United Church Education Council wanted free tuition and the grant awarded to first-year education students. The Diocesan Synod Education Committee urged that the grant should be increased to \$800 per year for two years and that students should receive free tuition as well. In making its recommendation, the Commission accepted Coutts's argument that equal aid for all students was desirable but refrained from setting a date for implementation of this plan.

Response to the recommendation. Grants to education students were increased to \$800 but were not extended beyond the first year. These grants are administered by the Denominational Education Committees and are available to any person acceptable to the Committees for teacher training. The grants were supplemented by other aid programs administered directly by the Department. A student is eligible for assistance up to \$1400. In calculating the amount of assistance which it will

make available to a student, the Department considers the \$800 grant as part of the student's resources. Essentially, aid to all students is determined on the individual student's need. With the decline in the number of licenced teachers and the continued increase in enrolment in the Faculty, the need for special financial inducements for students to enter education has declined.

This recommendation is classified as implemented in full. The Department of Education is responsible for it being implemented.

DISCUSSION OF THE RECOMMENDATIONS ON TEACHER RECRUITMENT

The effect of these recommendations on teacher recruitment in the Province is difficult to estimate. While all except two of the recommendations have been classified as implemented, it is difficult to be precise about the response to them. In some cases it is difficult to determine who was to take the initiative to implement the recommendations.

There does not appear to be any impetus directed towards a campaign to recruit teachers. The increase in the number of students enrolled in courses in the Faculty of Education has continued and the supply seems

Table 8

Summary of Recommendations
on Teacher Recruitment

Number	Sources	Extent of Implementation	Implemented by
50	Commission Study, D.S.E.C., Faculty	Implemented in full	Joint Committee
51	Commission Study, N.T.A.	Implemented in part	Faculty
52	Commission Study	Rejected	
53	Commission Study	Not Classified	
54	Commission Study	Implemented in full	Faculty
55	Commission Study	Implemented in part	Faculty
56	Commission Study, D.S.E.C., U.C.E.C., R.C. Hierarchy	Implemented in full	Department

to be improving each year. There has also been a levelling off in school enrolment and consequently in the demand for teachers. Perhaps now that the supply has improved, some attention can be given to the quality of the supply. The concern expressed by the University in its submission to the Commission about the unsuitability of some persons for teaching careers has not resulted in a policy of selecting candidates using any other criteria besides academic achievement. No attempts are being made to develop suitable criteria which may be used in a selection process.

SALARIES AND WORKING CONDITIONS

Recommendations 57, 58, 59, 60, 62, 63, 64 and 65 present a number of proposals designed to make teaching more attractive. The Commission noted that the average salaries of teachers in Newfoundland were significantly lower than salaries paid to teachers in other Canadian provinces with equivalent qualifications. It also emphasized the importance of providing attractive living and working conditions in order to retain teachers and make the profession more appealing.

Recommendation 57 (Retention of Teachers)

We recommend that an increased emphasis be placed on retention of qualified teachers by (1) providing inducements that would permit them to advance to degree level, (2) improving their living and working conditions, (3) developing adequate salary scales consistent with today's needs and values, (4) increasing their chances of gaining satisfaction from their work through advancement and recognition.

Nature of the recommendation. The object of the recommendation was to identify some of the general problems which the Commission felt affected the ability of the teaching profession to attract and retain qualified persons. The first proposal is based on the premise that those persons who have longer periods of training tend to remain teaching. Even among married women who leave teaching for a period, the tendency is for them to return if they have had long periods of training. This is not too surprising since the longer the training, the greater the economic loss if a person decides afterward to train for another position. Providing teachers with incentives to reach a degree would be desirable for two reasons. First, it would emphasize the degree as an acceptable level of training. Second, it would encourage persons to make teaching a career rather than a job to which one makes a short term commitment.

The second suggestion made in the recommendation was that there be an increased emphasis on improving the conditions under which teachers lived and worked. In some of the larger towns, school boards had for a number of years provided modern housing for married and single teachers. In St. John's and Corner Brook, suitable housing was available through regular rental and purchase plans. A survey conducted by the N.T.A. confirmed their contention that the most isolated communities provided the least facilities in terms of housing. The N.T.A. felt that teachers' salaries were low enough to justify subsidization of rent even in towns with adequate housing available.

Concern was expressed in a number of submissions about the adequacy of school buildings. Older buildings, especially elementary schools, often lacked proper plumbing and heating facilities. Even some of the new regional and central high schools were being built without science laboratories, libraries, or shops. There were examples of new buildings with auditorium-gymnasium facilities, complete with protective lighting, and ceilings low enough to hamper the playing of basketball, badminton, and other similar sports. Teaching aids in many schools were limited to textbooks, chalk, and blackboards. As the United Church School Board for

St. John's commented in its brief (p. 32): "Our provincial school system abounds with attractive new schools which offer few more teaching aids than those available to Socrates." The Commission presented its views on school facilities on pages 94 to 97 of its report.

The third suggestion refers to the need for an adequate salary scale. Some more specific changes related to the salary scale are presented in recommendations to be discussed later in this chapter.

The fourth suggestion contained in recommendation 57 was that there be emphasis on providing satisfaction to teachers through advancement and recognition. Coutts in his study states (p. 24):

Capable young teachers--men and women--who are fully qualified should be identified early and moved into positions as vice-principals, principals, department heads, subject supervisors. The small added cost is far less important than the status and satisfaction involved.

This statement indicates one of the difficulties which is faced by the teaching profession. The only recognition which is apparent for capable teachers is to be made administrators. While such positions should be open to capable teachers, a deliberate policy of moving young teachers into supervisory positions will merely perpetuate the thought that there is little room for

recognition for persons who are teaching. It also should raise the question whether good teachers make good principals and vice-principals.

Response to the recommendation. It is impossible to determine the response to this recommendation with any degree of precision. Certainly there are inducements for teachers to advance to degree level. The province has a generous aid program for all students, Canada Student Loans are available, the N.T.A. through the Credit Society and its loan fund, recently increased, provides further financial assistance for teachers to attend university. As the supply of teachers improves, the increased competition for jobs will be a further incentive for teachers to complete degrees. A further inducement is provided through the fact that boards are under no financial restrictions which would require them to hire teachers who have not completed their degrees.

School boards, especially in rural areas, are concentrating more on improving their elementary schools. Consolidation of school boards has helped in closing many one and two room schools. More boards are taking advantage of assistance provided by the Department of Education for the construction of modern houses.

If teachers' salaries are to provide an incentive,

satisfactory machinery must be established so that the salary schedule can be reviewed on a regular basis. The scale negotiated in April, 1971 is the first change in the schedule in three years. If this new scale is 'consistent with today's needs and values' by next year it will no longer be consistent.

There has been a response by the Department and the school boards to the recommendation. It is unlikely that such a recommendation could ever be considered as fully implemented. It has been classified as implemented in part.

Recommendation 58 (Salary Schedule)

We recommend that the single salary schedule be continued and that teachers be paid on the basis of established years of teacher education, experience, and responsibility.

Nature of the recommendation. The single salary schedule was in effect at the time the recommendation was made. The scale was the result of negotiations between the Government and the N.T.A. Besides providing a common salary scale for all teachers, these negotiations determined the bonuses paid to teachers in one room schools, principals' and vice-principals' allowances.

Response to the recommendation. The single

salary scale is still in effect, although in the last series of negotiations the government made some significant changes in the scale which were not acceptable to the N.T.A. It is probably an indication that the machinery for bargaining is not adequate for the tough salary negotiations which are likely to be characteristic of the future. Roebottom (Interview, April 29, 1971) and McCurdy (Interview, April 27, 1971) indicated that the Department and the N.T.A. respectively would be willing to consider other criteria besides those mentioned in the recommendation. Both expressed the view that there was great difficulty in developing criteria for a merit pay scale. The recommendation was in effect at the time it was made and continues to be implemented.

Recommendation 59 (Commencing Salaries for Teachers)

We recommend that the commencing salaries of fully qualified teachers be set at a level that is comparable to salaries paid in other professions in Newfoundland that require equivalent qualifications.

Nature of the recommendation. The Commission offers three guidelines in its Report (p. 119) for determining teachers' salaries.

1. The salaries of undergraduate teachers should compare favourably with the average salaries of teachers with similar qualifications across Canada.

2. The salaries of university graduates should be related to the salaries of other professional groups with similar qualifications employed by the provincial government.
3. The degree of responsibility as well as the years of preparation should be considered in determining salaries.

There seems to be no particular reason why the Commission suggested that salaries of undergraduate teachers should be comparable to salaries of other undergraduate teachers in Canada while salaries paid to graduate teachers should be comparable to salaries paid to other professional groups in the Province. Warren (Interview, April 27, 1971) stated that in the Commission's view a 'fully qualified teacher' was one having at least one degree. In stating that a fully qualified teacher should receive a salary that was comparable to those paid to other professional groups, the Commission was considering a salary schedule which would take into account the ability and competence of the teacher. This point is not clear in the recommendation and it is not mentioned in the report. In fact, recommendation 58 stated that teachers should be paid on the basis of length of training, experience, and responsibility. Recommendation 58 came from the study done for the Commission by Coutts. Recommendation 59 seems to have come from the discussions which were held between

members of the Commission. None of the major organizations offer any support for what is in effect a plan for merit pay.

Response to the recommendation. The N.T.A. supports the principle of teachers being paid salaries that are comparable with other professional groups in the province. It also strongly supports a single salary scale. Even for those teachers judged 'able and competent' the Commission was thinking of the salaries paid to lawyers on the lower end of their scale. McCurdy (Interview, April 27, 1971) was more inclined to compare years of training in determining salaries for professionals. He stated:

We certainly don't for a minute condone the system which gives a teacher with five years of training a beginning salary of \$6000 and a doctor with seven years of training a starting salary of \$22,000, which is the minimum raw recruits get in the province.

If the Commission felt that there was a need for public discussion of the principle of merit pay, the recommendation failed to produce it. There is no evidence to suggest that the recommendation was ever considered, perhaps because its intent was not made clear. Certainly within the context of the other recommendations there was nothing to suggest that the Commission favoured a scale of salaries which took into

consideration factors other than training and experience. The recommendation has been classified as disregarded.

Recommendation 60 (Salary Increments)

We recommend that salary scales reflect higher payments at the top and that the length of time required to reach the top be reduced by means of fewer but larger increments.

Nature of the Recommendation. The object of the recommendation was to increase the size of the annual increments and to reduce the number of increments thus permitting teachers to reach maximum salary sooner. The scale in effect at the time the recommendation was made provided for equal increments of \$200 throughout the scale. The length of time required to reach maximum salary varied from six years for a teacher with a Grade I certificate to fourteen years for a teacher with a Grade VII certificate. The Commission expressed the view that distant incentives were not as effective in helping to retain teachers. The source of the recommendation was Coutts's study. No written submissions refer specifically to desired changes in the construction of the salary scale.

Response to the recommendation. The scale was replaced in 1968 by one negotiated between the Govern-

ment and the N.T.A. It provided for increments that decreased as one moved up the scale. For a teacher with a Grade VII certificate, the new scale provided six increments of \$300, three increments of \$200, and one increment of \$100. By the end of the eighth year all teachers would virtually have reached maximum salary. The scale negotiated in April of 1971 contains the same number of increments as the 1968 scale. In one aspect, that of reducing the number of increments, the recommendations is being followed. However, instead of higher payments at the top, payments at the top have been reduced. After eight years there are virtually no increments. The policy of the N.T.A. was to try to persuade the Government to accept the type of scale which was implemented in 1968. The policy of the N.T.A. has not changed in response to that part of the recommendation which suggested that salary scales "reflect higher payments at the top." The recommendation is classified as implemented in part.

Recommendation 62 (Allocating Teacher Salary Units)

We recommend that the present uniform method of allocating teacher salary units be discontinued and replaced by the method outlined in this chapter.

Nature of the recommendation. The 'uniform method' referred to in the recommendation provides for

the payment of one teacher per thirty-five students or fraction thereof and one additional teacher for every six teachers in elementary and all-grade schools, and in the high schools one additional teacher for every three teachers. This is the maximum number of teachers for which the Department will provide salary units to the boards. The method which the Commission outlined in its Report proposed that the superintendent in each consolidated school district would prepare a list of classroom teachers and specialist teachers which he required for the next school year. This list would be forwarded to the Director of Instruction in the re-organized Department. The requirements of the superintendent would be approved when the Director had satisfied himself that all positions were being used effectively and that proper facilities were available for the programs and personnel which the superintendent had outlined.

Response to the recommendation. At the present time a committee of the General Advisory Committee is studying the regulations pertaining to the allocation of teacher salary units. The Committee has not yet reported to the Minister but it is expected to recommend changes in the regulations which will permit boards to

be more flexible when allocating teachers within their jurisdiction. It is also expected to recommend extra salary units for elementary and all-grade schools on the same basis as high schools. There may be some provision for salary units for classes set up to deal with children with learning disabilities.

In commenting on the recommendation, Roebottom (Interview, April 29, 1971) stated that if it were to be adopted, it could result in the number teachers being determined by the ability of the superintendent to justify his needs. This might prove very unfair to some districts. While it appears that the Department is considering some changes which would bring about more flexible recommendations, the principle outlined in the recommendation is still under consideration.

Recommendation 63 (Housing for Teachers)

We recommend that suitable housing be provided for teachers living in rural sections of the province and, to this end, advantage be taken of the facilities provided by the Central Mortgage and Housing Corporation.

Nature of the recommendation. This is a more specific proposal designed to deal with a problem covered in recommendation 57. To find out what teachers who had taught in more remote communities thought about housing, the Commission conducted a survey of fifty

teachers. More than half of the forty-three who replied described living conditions as unsatisfactory. Specific mention was made of the lack of adequate plumbing and heating in the homes in which they lived. The N.T.A. expressed particular concern in its submission about the effect on teachers caused by unsatisfactory housing in a large number of communities.

Response to the recommendation. Grant (Interview, April 29, 1971) explained the policy which has been effect since 1963 with respect to financial assistance to provide housing. He stated that the initiative in providing housing had been left to the school boards. To assist them, the Department had set up a revolving fund of \$30,000 which was available to school boards on the basis of \$2,500 per house constructed. The fund was in the form of a loan which was interest free and repayable in instalments over a period of eight years. The balance could be obtained by the board from the chartered banks. He doubted whether many of the 300 school boards would have taken advantage of the fund except in the larger towns where they were better organized. The \$30,000 fund has up to now been adequate to meet the demand and the Department would be willing to ask the Government to increase the

amount in the fund if there was sufficient demand. Regarding the suggestion that CMHC financing be used, Grant stated that if the board obtained a loan from CMHC, it would not be eligible for the \$2,500 interest free loan since the government stipulated that it hold first mortgage on any building for which it had loaned money.

McCurdy (Interview, April 27, 1971) stated very emphatically that the N.T.A. is not satisfied with the progress which has been made in providing housing for teachers in the more remote communities. He felt that the main reason for the lack of progress was that the government had not yet adopted the policy that "teachers of this province should be supplied with decent living accommodation."

On the basis of the loan plan which the Department has available for housing and its apparent willingness to increase the size of the fund, should it be required, it can be considered that there has been some response to this recommendation. While CMHC does not appear to have been involved, school boards are building more teacher housing in areas of the province which badly need it. It would appear that if teachers generally feel that not sufficient progress is being made, they should press the school boards to avail

themselves of the financial assistance provided by the Department. The recommendation is classified as implemented in part.

Recommendation 64 (Improvement of Rural Schools)

We recommend that school boards be encouraged to make rural schools more attractive and to provide schools with the necessary teaching aids and equipment.

Nature of the recommendation. This recommendation covers more specifically problems raised in recommendation 57. The results of a survey done for the Commission was what appears to have prompted it to put special emphasis on rural schools. Based on its survey of 187 rural schools the Commission made the following comments: (p. 94)

1. Sewage disposal and toilet facilities were not provided at all in three per cent of the schools.
2. Outdoor toilets were unsuitably located and poorly constructed and maintained.
3. Bad odors and filthy conditions were noted in 57 per cent of the schools.
4. Many schools were unsatisfactorily located. . . . Outside surroundings were not satisfactory, there was no provision for play areas, the land surrounding the buildings was often wet and muddy and sometimes rocky, quite often it was unfenced, not cleared and in some cases littered by refuse.

Other examples of inadequate facilities which were brought to the Commission's attention are given

below:

1. Only 21 per cent of one and two room schools were furnace heated.
2. 20 out of 61 central high schools did not have a science laboratory.
3. Out of 261 schools replying to a questionnaire, 124 had no library. Often schools did not spend the grant provided by the Department to purchase library books.
4. 92.4 per cent of one and two room schools and 48 per cent of large elementary schools reported having no sports equipment.

The evidence which the Commission had presented it from organizations and individuals painted an extremely dark picture of small rural schools. It is not surprising that such facilities failed to attract and hold teachers. The wording leaves little doubt that the main responsibility for encouraging school boards would be assumed by the Department.

Some types of encouragement which would be useful to rural school boards are: first, provision of information regarding the financial assistance available from the Department for the purchase of library books and other equipment such as furnaces and film projectors, second, technical assistance to ensure that minimum standards were maintained when new schools were constructed and that the site would be adequate for future expansion and provide land for playgrounds,

third, the provision of a list of teaching aids which the board would be required to provide. The N.T.A. included in its submission to the Commission a list of aids that it considered essential. These suggestions could only be effective if rural boards were provided with additional grants which would permit them to fulfill their obligations.

Response to the recommendation. The approach which the Department has taken has not resulted in additional assistance being given to boards in the form of grants. Roebottom (Interview, April 29, 1971) stated that the policy of the Department had been to combine small school boards into larger consolidated boards. He felt that these consolidated boards supported by a reorganized Department would be more effective in carrying out the intent of the recommendation. Grants were paid to boards on a per-pupil basis and Roebottom considered that with lower land costs and lower labour costs the grants already favoured rural boards. The consolidated school boards numbering 45 replaced the 270 active boards in existence in 1968.

The recommendation is classified as implemented in part. While the Department has not provided special grants for rural schools, it has, by establishing larger

administrative units, provided a structure which can more effectively deal with problems in all areas of the Province. To assist with school construction problems, a supervisor of school design and planning has been added to the staff of the Division of Administration in the Department. Emphasis in school construction has shifted from high schools to elementary schools. In cooperation with the Federal Department of Regional Economic Expansion, financing has been arranged for the construction of a number of elementary schools which will replace one and two room schools now being used. There is no evidence that any significant effort has been made to increase the availability of teaching aids and equipment.

Recommendation 65 (Priorities for Remote Areas)

We recommend that in implementing this report some priority be given to the educational needs of those children living in the more remote areas of the province.

Nature of the recommendation. The Commission again expressed the need for special consideration for students in schools in the more isolated communities of the province. There was little in the submissions which came from major organizations to support the stand, but a number of briefs from individuals provided some

evidence that there was a great difference in the quality of educational facilities in the remote settlements compared to the facilities found in a number of larger towns. The studies which the Commission conducted confirmed that these inequalities existed.

Response to the Recommendation. One program designed especially for students living in remote settlements was the provision of bursaries valued at \$600 per year. Students in schools with fewer than six classrooms could receive a bursary to assist them in attending a regional high school to complete grades nine to eleven. In the past three years the Department has awarded bursaries to students in one and two room schools to assist them to attend a larger school at any grade level. Over 1000 students take advantage of these bursaries each year. A specific response to the recommendation has been the construction of a residential school in North West River. The school accepts students in residences from communities on the Labrador Coast north of Cartwright. The school is operating at capacity and the Department plans adding a new dormitory to accommodate more students. Apart from the social problems which may result from students being separated from their families for extended periods, the costs of

providing residential schools for other isolated parts of the province should be considered carefully in relation to other alternatives. The recommendation is classified as implemented in part.

DISCUSSION OF THE RECOMMENDATIONS ON SALARIES AND WORKING CONDITIONS

Recommendations 57, 63, 64, and 65 were designed to deal with problems related to school buildings and equipment and teacher housing. They emphasized improving the facilities in the rural areas of the province which were experiencing difficulty in attracting qualified teachers. Implementation of the recommendations would have required the development of a policy of providing special financial assistance to school boards which required it. The Department has not been willing to do this. Neither has it been possible for the school boards to undertake a program of upgrading their facilities without the help of the Department. Departmental regulations relating to mortgages on property have discouraged school boards from using Central Mortgage and Housing Corporation money to build teacher residences. School buildings and equipment and the supply of houses for teachers have improved but not as the result of programs which have been devised in

response to the recommendations of the Commission. There is no indication that these recommendations have significantly influenced the policy of the Department with regard to rural school facilities. The more remote areas of the Province continue to experience difficulty in attracting teachers. In larger towns, the supply of teachers has begun to exceed the demand. There appears to be a need still for special programs to attract teachers to small isolated communities.

Recommendations 58 and 60 dealing with teachers' salaries reflected the policy of the Department and the N.T.A. at the time the recommendations were made. Since then, recommendation 58 continues to be implemented. Recommendation 60 is now partly implemented. The length of time required to reach maximum salary has been reduced but the annual increments at the top of the scale decreased rather than increased. Salary scales are developed in negotiations between the Department and the N.T.A. and it is difficult to determine whether the recommendations have in any way influenced the outcome of the negotiations.

Recommendation 59 has been disregarded. There was some difference of opinion among members of the Commission regarding what recommendation 59 was proposing. No organizations responsible for education in

the Province have considered the recommendation as an attempt to move in the direction of a merit pay system. This was discussed by members of the Commission and some felt that for some teachers, salaries should be equal to salaries paid in other professions. The wording of the recommendation has prevented any discussion from developing because it is unclear what was being advocated. Recommendation 60 was disregarded because the Department has not considered any program that would make any differentiation between grants paid to school boards.

In summary, there has not been any indication that these recommendations have resulted in deliberate policy changes by the N.T.A. or by the Department. Prior to the reorganization of the Department in 1969, it is impossible to say with any certainty that there was a "departmental" policy. It is perhaps more correct to speak of policies of various denominations within the Department. Since 1969 the Department has concerned itself with carrying out existing policies and attempting to meet its new responsibilities. Perhaps the most likely method of providing special assistance to more isolated school will come through the stronger consolidated school boards. However, both the Department and the school boards will require more time to develop

Table 9

Summary of Recommendations on Salaries
and Working Conditions

Number	Sources	Extent of Implementation	Implemented by
57	Commission Study N.T.A.	Implemented in part	Department
58	Commission Study	Implemented in full	Department N.T.A.
59	Commission	Disregarded	
60	Commission Study	Implemented in part	Department N.T.A.
62	Commission Study, Anglican Bd. of Ed. for St. John's.	Under Consideration	
63	N.T.A. R.C. Hierarchy	Implemented in part	Department School Boards
64	N.T.A.	Implemented in part	Department School Boards
65	Commission	Implemented in part	Department

vigorous policies in the areas covered in the recommendations in this section.

TEACHER CERTIFICATION

Four recommendations were made by the Commission which would introduce new criteria for the awarding of teaching certificates, provide minimum qualifications for teachers in elementary and secondary schools, and move towards a new type of certificate for teachers. The recommendations discussed in this section are: 61, 66, 67, and 68.

In Chapter 4 of its report, the Commission recommended the appointment of a registrar of teacher certification to replace the various boards which controlled teacher certification under the denominational system. In addition to a registrar, the Commission recommended the formation of a teacher certification board. Membership on the board would include three representatives of the Department, the University, and the N.T.A. respectively. The Teacher Certification Board would recommend to the Minister regulations respecting teacher certification and provide a framework within which the Registrar would operate. The position of registrar was created in 1968 when the Department was reorganized. A Teacher Certification

Committee was formed along the lines which the commission had recommended for its teacher certification board. The first task assigned to the Committee was to study the existing regulations on teacher certification and to make recommendations for changes to the Minister of Education.

Recommendation 61 (Permanent Certification)

We recommend that teachers be required to demonstrate their ability to teach over a period of at least two years before they are awarded a permanent certificate.

Nature of the recommendation. The regulations governing the awarding of teaching certificates were such that all certificates became permanent on the date of issue. After the completion of one year of teacher training, a person was entitled to receive a certificate which was permanent. Licences were temporary but they were virtually made permanent by the teacher shortage.

The principle of having a person teach for some period of time before he would be granted a permanent certificate was strongly supported by a number of groups making submissions to the Commission. The Anglican Board of Education for St. John's refers in its brief to a period of 'internship' lasting two years. The United Church School Board for St. John's recommended a period of unspecified length during which a new

teacher would be on probation. The N.T.A., where resistance might have been expected, approved of a probationary period if at the end of the probation teachers were granted province-wide tenure. There was some disagreement evident in the submissions whether the period prior to permanent certification was a probationary period or a period of internship. The commonly accepted differentiation between them is that a probationary period is one during which a teacher is being evaluated to determine whether his performance is satisfactory while internship implies a period in which the teacher performs under the supervision and guidance of a fully qualified teacher. The concept of internship is seen in relation to a system of differentiated staffing or team teaching.

The experiences of a number of teachers seem to support the statement that probation is a negative experience in which the new teacher feels himself to be a 'produce or perish' situation. The following statement from the brief presented by the Roman Catholic Hierarchy (p. 141) lends support to that view:

We are at a stage in our educational evolution when we should consider the granting of interim certificates to beginning teachers with permanency of certificate to be forthcoming after a teacher has proved himself. A move of this kind would remove much of the complacency from the teaching profession and provide a greater supply of competent teachers.

There was also some disagreement between members of the Commission regarding whether they meant a probationary period or an internship. Kirby stated (Interview, April 27, 1971) "It was the internship program that we had in mind. . . . It was an internship similar to what doctors have." Warren, the Chairman, felt that the recommendation referred to an interim evaluation period and that internship had not been considered. The report of the Commission does not contain any discussion of the recommendation.

Response to the recommendation. The teacher certification regulations now being developed by the Teacher Certification Committee will provide for a period of two years during which a new teacher will hold an interim certificate. He will be awarded a permanent certificate at the end of two years on proof of satisfactory service supplied by his superintendent or supervisor. In the event that permanent certification was not recommended, the teacher will be able to appeal the decision to the Teacher Certification Committee. The Registrar indicated (Interview, April 29, 1971) that the Committee had not considered the development of procedures of evaluation and anticipated no difficulties with regard to satisfactory standards.

It is expected that the new regulations will be approved this year. Since the regulations have not yet been passed and have not been approved by the Minister, the recommendation is classified as under consideration.

Recommendation 66 (Minimum Qualifications)

We recommend that for primary and elementary teachers in Newfoundland the minimum qualifications by 1972 be not less than the present Grade II certificate or its equivalent, and by 1980 not less than the present Grade IV certificate, including the B.A. (Ed.) degree or its equivalent.

Recommendation 67 (Minimum Qualifications)

We recommend that for secondary teachers in Newfoundland the minimum qualifications by 1968 be not less than the present Grade II certificate or its equivalent, by 1972, not less than the present Grade III certificate or its equivalent, by 1976, not less than the present Grade IV certificate or its equivalent; and by 1980, not less than the Grade V certificate including the B.A. (or B.Sc.) plus B.Ed. degrees.

Nature of the recommendation. The difficulty is to determine from the recommendation whether the Commission was advocating minimum standards before a person could teach or whether it was advocating minimum standards for permanent certification. Coutts (p. 27) outlined a timetable similar to that presented by the Commission. He refers to minimum 'standard for certification' thus clearly outlining his position. In the N.T.A.'s submission it offered a timetable not too

different from the Commission's timetable. It refers to a 'minimum standard for entry to the teaching profession.' The N.T.A. seems to be advocating a minimum level of training before a person would teach. Warren (Interview, April 27, 1971) felt that what the Commission had in mind was a minimum period of training before any person would teach.

The Diocesan Synod Education Committee expressed the view that it was possible to have all certificated teachers in its schools by 1971 or 1972. It doubted whether this would be achieved in its smaller isolated schools. It has been possible for a number of years for some school boards to have all certified teachers in their schools. Larger boards have established a policy whereby they will not hire teachers who do not have at least two years of teacher training. At least one school board has established a policy of not hiring any teachers who do not have at least a Grade IV certificate. However, boards in the more isolated parts of the province have not been able to set any standards.

Another aspect of the problem of teachers with low qualifications was the fate of those who failed to reach the minimum certification standard. The Commission's point of view was that the emphasis should be on providing generous financial assistance so that

those teachers who were capable should be able to attend University to upgrade their qualifications. The Commission felt that for those persons who did not reach the minimum acceptable qualifications, they should be encouraged to find employment in an area other than teaching. The N.T.A. supported this point of view and had not considered a system whereby permanent certificates already issued would continue to be recognized by the profession and the Department.

Response to the recommendation. This aspect of the teacher certification problem is now under consideration by the Teacher Certification Committee. Indications are that it will make recommendations to the Minister which will require a minimum of two years of training before certification. Persons who now hold licences will be issued a Grade I certificate when they complete the requirements for it. Teachers who are beginning training will not be issued any certificate below the present Grade II certificate. Furey (Interview, April 29, 1971) indicated that the Department may allow a year from the time that the new regulations are made public before they take effect.

The intention of the Teacher Certification Committee is clearly to set minimum standards for

certification not minimum standards for teaching. Even if the recommendations were construed to mean merely minimum levels of certification, the times which were established will not be met. The recommendation stated that by 1972 all elementary teachers have a Grade II certificate and all secondary teachers, a Grade III certificate.

Since there are steps being taken which will, if implemented, be in the direction which the Commission desired, the recommendation is classified as under consideration. There is every indication that within a short time the recommendation will be implemented in part.

Recommendation 68 (One Certificate for Teachers)

We recommend that Newfoundland move towards the ultimate adoption of one basic certificate (a certificate to teach), based on five years of teacher education beyond Grade XI matriculation and including a university degree, all added qualifications to be recorded as an attachment to the certificate or in a qualification's book.

Nature of the recommendation. The recommendation comes from the study done for the Commission by Coutts. No other organization indicated a need for a single certificate although it would appear that in stating that all teachers should have a degree there was some agreement that the direction which the

recommendation indicated was desirable. Implementation of recommendations 66 and 67 would eliminate all certificates lower than Grade IV for elementary teachers and below Grade V for secondary teachers by 1980.

Response to the recommendation. McCurdy indicated (Interview, April 27, 1971) that the N.T.A. had not considered the proposal, probably because it was too far in the future to warrant consideration with ten per cent of teachers still without a certificate of any kind. He felt that there was nothing in the recommendation which the N.T.A. would be inclined to oppose. Roebottom felt that the Department had not considered the recommendation. The recommendation is classified as not considered.

SUMMARY OF THE RECOMMENDATIONS ON TEACHER CERTIFICATION

Recommendations 61, 66, and 67, all of which were supported to some extent by the organizations making submissions to the Commission, are in the process of being implemented. While implementation of 66 and 67 will not likely follow the schedule outlined by the Commission, the principle of establishing minimum training for certification has apparently been accepted. The times mentioned in these recommendations were

optimistic and not based on an analysis of demand and supply factors. However, it is still possible that by 1980, qualifications of teachers may have reached the levels recommended for that date by the Commission. The increasing numbers of teachers enrolling in the Faculty in the regular semesters, summer sessions and off-campus programs give an indication of the concern of many teachers with respect to improving their qualifications.

Table 10

Summary of Recommendations on
Teacher Certification

Number	Sources	Extent of Implementation	Implemented by
61	N.T.A., Ang.Bd.of Ed. for St.John's, U.C. Bd. for St. John's, R.C. Hierarchy.	Under Consideration	
66 & 67	N.T.A., M.U.N. U.C.Ed.Comm. Diocesan Synod Ed.Comm., Ang. Bd. for St. John's.	Under Consideration	
68	Commission Study	Not Considered	

Recommendation 68, which the Commission indicated could only be implemented at some point in the distant future has not been considered. While general efforts to improve the level of certification may be considered as 'working towards' a single teaching certificate, this principle has not yet been accepted. It appears as though some form of differentiated certificates will continue. Some groups advocated that certificates be issued distinguishing between primary, elementary and high-school teachers.

Chapter 3

TEACHER EDUCATION

Prior to 1921, teacher education was carried out in the principal schools of the various denominations in the province. The prospective teachers followed an academic program at the high school level, carried out various duties associated with teaching, and by imitating the masters, developed some semblance of how a teacher performed. In 1921, the Department established a Normal School where all teachers were trained. The academic curriculum of the Normal School consisted of a review of the subjects covered in the high school while professional courses were offered in classroom management and child psychology. Two classes per year were graduated from the School.

In 1932, the impending bankruptcy of the country forced the Normal School to close. The Memorial University College, with which the Normal School shared its accommodations, continued to operate on grants which it received from the Carnegie Corporation. In 1934 the Commission which governed the colony set up a teacher training department within the Memorial College and a one year course for training elementary teachers was

introduced. Persons who were at least sixteen years of age and had completed the requirements for grade eleven were eligible for admission to the program. By 1945, the teacher training department accepted persons who wished to train as high school teachers and the program had been lengthened to three years, two years of arts and one year of professional courses. In 1949, the College became the Memorial University of Newfoundland and a four year program was introduced leading to a B.A. (Education) degree.

Since then, the programs offered by the Faculty of Education of Memorial University have undergone a number of changes. Three routes, one each for primary, elementary, and secondary teachers were developed within the B.A. (Ed.) program. In 1965, as a result of a growing need for specialist teachers and supervisors for the new regional high schools, the Faculty introduced a five year program leading to a B.A. (or B.Sc.) degree and a B.Ed. degree. In addition, a one year diploma program was introduced for persons who had already completed a degree in arts or science. Within each program the number of courses available grew as the University expanded its facilities and increased its staff.

Generally all teachers in the province now

receive their training through the Faculty of Education. However, approximately 100 women receive part or all of the first two years of their teacher training from St. Bride's College. The courses offered are approved by Memorial University with which it is affiliated.

The recommendations made by the Commission related to teacher education are contained in Chapter VIII of Volume I of the Report and comprise recommendations 69 to 96. Five categories have been devised and the recommendations will be examined under these headings:

1. The Institutional Requirements
2. The Teacher Training Program
3. The Organization and Role of the Faculty of Education
4. In-service Education
5. Other Recommendations

THE INSTITUTIONAL REQUIREMENTS

The Commission first looked at the kind of institution which it felt could best produce a good teacher. The elements which a teacher training program required were identified as: a general education, depth and breadth in the subject or subjects of the teaching concentration, foundations of education, teaching

methods and techniques, and practical experience. It was judged that the institution which could best provide those elements was a university. The Commission enumerated a number of reasons why it felt the university to be superior to a teachers' college for training teachers. Five which it considered especially noteworthy are (Report, p. 132):

1. The university is the traditional home of scholars who, while adding to knowledge through study and research as well as dispensing knowledge and arousing curiosity through teaching and publication, are able to provide a rich and stimulating environment for their students.
2. The university is able to provide, because of its many faculties and departments, a high degree of flexibility and diversity.
3. The university offers the advantage of a well-stocked library and well-equipped laboratories.
4. The university, because of the spirit of inquiry which it fosters, the research it conducts and the graduate programs it provides, can attract high quality staff with specialized preparation and varied backgrounds.
5. The university is able to provide a stimulating atmosphere in which the student gains from extra-class activities of academic, social, economic, political, spiritual and artistic significance.

The Commission then explained why it preferred an integrated program of teacher training over one that separates academic and professional training. Chief

among the reasons given is that in an integrated program, the student teachers can, early in their training, relate their education to teaching and thereby develop a sense of pride in their profession. A second important advantage of the integrated program was that it gave the whole university the opportunity to participate in the training of teachers and gave the teacher a variety of insights into the teaching-learning process.

The recommendations examined in this section are: 70, 71, 72, 80, and 84.

Recommendation 70 (Teacher Education Programs)

We recommend that for the foreseeable future, teacher education programs be offered through the Faculty of Education at Memorial University.

Recommendation 71 (Teacher Education Programs)

We recommend that teacher education programmes be not offered in any but a multi-faculty university of considerable size.

Recommendation 72 (Unified Teacher Education Programs)

We recommend that teacher education programs offered through Memorial University remain unified, not divided on denominational or other grounds.

Nature of the recommendations. These three recommendations came directly from the study done for the Commission by Coutts. The other major submissions

to the Commission do not comment on the points raised in the recommendations.

Memorial University is the only University in the Province of Newfoundland. Although demands were being made by groups within the province for the establishment of a second university or a satellite of Memorial University, there is no evidence to suggest that the Government had given any consideration to such a plan at the time the recommendations were made. There have been some discussions regarding the need for community colleges but the government has not made a definite commitment to building them. Perhaps the Commission was attempting to ensure that if such colleges were set up, they would not provide training for teachers.

Even if a university were to be established in some part of the Province, the Commission expressed the view that this institution should be of a certain size before it should be given authority to offer teacher training programs. Coutts's study (pp. 33-34) presents some rather specific guidelines regarding what it considered an appropriate size in order that a university prepare teachers.

The intent of recommendation 72 is clear. The Commission was opposed to the division of teacher

training programs on denominational or other grounds. The early programs for the education of teachers had been looked after by such groups as the Benevolent Irish Society and the Society for the Propagation of the Gospel. When responsibility for training teachers was assumed by the government, some religious orders and St. Bride's College continued to train Roman Catholic teachers. While the Commission recognized the historical justification for that system, it was not in favour of it being extended to any other denomination. When the Normal School was built, the denominations did not surrender their right to train their own teachers. Legislation protected that right and in 1949, Term 17 of the Act of Union between Canada and Newfoundland established that the rights of the denominations respecting education would not be diminished. Even within the N.T.A. the executive is made up of five members from each of the three major denominations and one representative each from the two smaller groups which operate schools in the Province.

Response to the recommendations. The points of view expressed in these three recommendations reflect what was already in effect when the Commission reported. With the exception of approximately 100 students in St.

Bride's College, all teacher training was under the control of Memorial University. St. Bride's College is affiliated with Memorial University and its courses are essentially similar to those offered by the Faculty. The policy of the Government seems clearly in favour of maintaining a unified system of teacher education. The costs involved in providing separate institutions would appear to prohibit the growth of denominational colleges. The integration of school services by the Anglican, Salvation Army and United Church organizations would indicate that the policy of these groups is toward further unification of educational services at all levels. The establishment of common schools for Roman Catholic and Protestant children would indicate that the rivalry which has been a large factor in the development of educational services throughout the province is beginning to subside. There is little indication that the public would be willing to support moves which would increase differences between denominations.

In new legislation passed in 1968, the rights of the denominations to train their teachers was preserved. Besides Memorial University, the Church of England College and the United Church College (no

longer in existence), the Roman Catholic Colleges and the principal schools of the Salvation Army and Pentecostal Assemblies were designated as teacher training institutions.

Consequently, recommendations 70, 71, and 72 serve to remind those responsible that with sufficient motive, denominational control could return. This possibility, remote as it may appear, is a factor which the University must keep in mind in the development of new programs. One other factor which the Commission undoubtedly had in mind when it made these proposals was that the method of teacher training being used was basically sound and should be continued.

Recommendation 80 (Specialist Teachers)

We recommend that where programs for the training of specialist teachers are not available in Newfoundland despite the demand, inducements be given for prospective candidates to study outside the province.

Nature of the recommendation. As the Commission points out, the problem with sending students outside the province to study is that they may not return. In the long run it is better to train teachers inside the Province. The recommendation was designed to provide assistance for students who wished to take teacher

training programs which were not available through Memorial University. The programs of the Faculty covered training for academic subjects but made no provision for training teachers for music, art, home economics and a variety of other areas including disadvantaged children. The submission made to the Commission by the University supported a policy of providing assistance to persons who went outside the Province to complete programs which it did not offer. It indicated that this was preferable until such time as facilities and the demand made it justifiable to offer such programs within the University.

Degree of implementation. The Teacher Training Act (1968), Section 13 (2) states:

The Committee may designate additional institutions inside or outside Newfoundland for training teachers. . . . and institutions so designated are for the purpose of indenturing pupil teachers deemed to be recognized institutions for training teachers.

This legislation provides that the Teacher Certification Committee may designate institutions outside the province as acceptable for training teachers and persons attending such institutions are eligible to receive pupil-teacher indentures. The 'pupil-teacher indentures' are the grants referred to in Chapter 2 which are valued at \$800 per year. The procedure which

the Committee has followed with regard to designation of institutions is to recognize any bona fide university as an institution which is acceptable for the purpose of the Act. Any person who attends such a university is eligible to receive \$800 per year to a maximum of four years providing a comparable program is not available from the Memorial University. Grant (Interview, April 29) stated that when programs are not available through Memorial University, a person is eligible to receive financial assistance of up to \$1400 per year. This is the amount to which he would be entitled if he were to attend Memorial University.

The recommendation is classified as implemented in full.

Recommendation 84 (Center for Graduate Studies)

We recommend that Memorial University cooperate with other universities in the Atlantic Provinces for the purpose of establishing a centre for graduate studies at the doctoral level and at the master's level in certain specialized fields.

Nature of the recommendation. The four Atlantic Provinces with a population of less than two million are faced with the problem of providing the same educational services as the more densely populated parts of Canada. Because of provincial autonomy, this has often resulted in unnecessary duplication of services in areas that

could be well served by one center in the region. For the most part there has been little cooperation among the provinces in providing educational facilities. The Commission recommended that beyond educational administration, guidance and counselling, programs at the graduate level in education should not be introduced at Memorial University.

The principle of cooperation on a limited scale had already been established between Newfoundland and Nova Scotia. Memorial University offered a two-year pre-medical and pre-dental program and a three-year program in engineering. Most students completed medical and dental degrees at Dalhousie University while engineers attended the Nova Scotia Technical College. The Department of Education provided annual grants totalling \$100,000 to these two institutions.

In addition to the financial advantages to the provinces of having universities specialize in a particular field, it would reduce competition when hiring staff for graduate programs. It would also provide opportunities for greater cooperation in other areas.

Response to the recommendation. Since the Commission reported, Memorial University has begun accepting students for degrees in medicine. The

Faculty of Medicine accepted its first students in 1969. The Faculty of Engineering introduced a degree program in 1967. The Faculty of Education has not introduced graduate programs beyond those suggested by the Commission. No doctoral programs in education have been introduced.

There have been a number of meetings between the universities in the Atlantic Provinces and the provincial departments of education to discuss the formation of a centre for graduate studies. Hickman (Interview, May 3, 1971) felt that two factors had prevented any significant progress from being made. First, failure on the part of the provincial departments of education to reach agreement on their role in the formation and operation of such a center. Second, lack of agreement between the seven universities in Nova Scotia regarding their relationship to the proposed graduate studies center. The number of agencies involved and the desire on the part of the four provinces to have such a center located within their boundaries will require considerable time to negotiate. The recommendation is classified as under consideration.

SUMMARY OF RECOMMENDATIONS ON THE INSTITUTIONAL REQUIREMENTS

Three of the recommendations (70, 71, and 72) were already in effect when they were made. In no case has any attempt been made to offer teacher training programs outside the University. The program is still offered in a multi-faculty university. St. Bride's College which is affiliated with Memorial University continues to offer a limited program to a number of women. Consolidation of the educational services of three denominations representing nearly seventy per cent of the population of the Province, and closer cooperation between most other denominations make it extremely unlikely that any denomination is about to provide separate teacher training for its teachers. Since Memorial University remains the only university in the Province, it retains full responsibility for the training of all teachers. These three recommendations continue to be implemented.

Recommendation 80 was implemented in full by the Department. Incentives are provided to students taking programs outside the province provided they are not available through Memorial University.

Recommendation 84 has not been implemented.

The responsibility for implementing is shared by a larger number of groups. No groups outside the Province can be said to be responding to the Commission even though some meetings have been held in regard to the center for graduate studies which the Commission suggested.

Table 11

Summary of Recommendations on the
Institutional Requirements

Number	Source	Degree of Implementation	Implemented by
70	Commission Study	Implemented in full	Faculty, Department
71	Commission Study	Implemented in full	Faculty, Department
72	Commission Study	Implemented in full	Faculty, Department
80	Commission Study, M.U.N.	Implemented in full	Department
84	Commission Study	Under Consideration	

TEACHER TRAINING PROGRAMS

While submissions by various organizations expressed general satisfaction with the teacher training program offered by the Faculty, Coutts and the Commission together produced a number of recommendations designed to improve the program and expand the course offerings. A general weakness which the Commission noted in the programs was the large number of professional courses offered in the first year of the program. It felt that a grade XI matriculation was a slender base on which to build professional courses. The University itself felt that courses of a professional nature should be delayed to the second year of the program. Because so many students did not continue beyond the first year of the program it was considered necessary to provide such people with some background on the theory of teaching and the organization of a classroom. The Commission questioned the practice of requiring persons in the teacher training program to take non-credit courses in music, speech and physical education. If the courses were a valuable part of the preparation of a teacher, then suitable courses for credit should be developed. The Commission also referred to a number of weaknesses in the practice-

teaching program provided by the Faculty.

The specific recommendations of the Commission related to teacher-training programs offered by the Faculty are: 69, 74, 78, 79, 81, 82, 83, 93, and 94.

Recommendation 69 (Programs for High School Teachers)

We recommend that all high school teachers be required to take the conjoint B.A. (or B.Sc.) and B.Ed. programs of Memorial University.

Nature of the recommendation. At the time this recommendation was made, students who wished to train as high school teachers could register for either the four year B.A. (Ed.) program, or the five year conjoint B.A. (or B.Sc.) and B.Ed. program. The four year program consisted of seven professional courses and thirteen academic courses with a concentration of at least four courses in one academic subject, three in another, and two in a third. One major weakness of this program was that it failed to provide any professional courses for high school teachers in the academic subject in which they wished to specialize. The Commission also felt that for high school teachers, the B.A. (Ed.) program did not require studies in sufficient depth for the programs offered in the new regional high schools. Also, a large number of student-teachers in the high-school route were not receiving any practice teaching.

The five year conjoint degree program, B.A. (or B.Sc.) plus B.Ed., was introduced in 1964 for high school teachers. It required six courses in education and nineteen academic courses with a concentration of at least six courses in one academic subject, and four in another. Included in the professional program is a course concentrating on teaching methods appropriate to the student's academic major.

Response to the recommendation. The change in regulations which was necessary to implement the recommendation would require that the Faculty no longer accept into the B.A. (Ed.) program persons wishing to teach at the high school level. The University Calendar for 1971-1972 states that the B.A. (Ed.) program is "for the preparation of teachers in the primary and elementary division." (p. 179) The conjoint degree program is described as being "for the preparation of teachers in the secondary division." (p. 182) The B.A. (Ed.) program for secondary teachers

. . . is being phased out. No further candidates will be admitted to this programme; those who have already begun will be permitted to continue through to graduation providing the programme is completed not later than August 31, 1973. (p. 184)

The recommendation is classified as implemented in full.

Recommendation 74 (Academic Training)

We recommend that all teacher education programs include at least one academic subject of considerable depth.

Nature of the recommendation. This recommendation further emphasizes the Commission's view that a teacher requires in-depth study of the academic subjects which he expects to teach. This is not only important for elementary and high school teachers. It is necessary for primary teachers who are teaching reading, for example, to have a thorough background in the language, particularly in the area of linguistics.

Response to the recommendation. While it is impossible to define what the Commission meant by 'considerable depth' a brief look at the degree requirements will indicate what was expected of each student. For the four year B.A. (Ed.) program, four courses were needed in one academic subject and three in another. In the five year conjoint degree program for secondary teachers a minimum of six courses was required. It appears as though the Commission was satisfied with the depth required in the conjoint degree program but they felt that for secondary teachers, the B.A. (Ed.) program did not provide adequate preparation. Since then the

B.A. (Ed.) program has been closed to secondary teachers, and since the Commission considered the conjoint degree programs adequate the recommendation is classified as implemented in full.

Recommendation 78 (Flexible Programs)

We recommend that the Faculty of Education of Memorial University give consideration to making its programs more flexible as outlined in this chapter.

Recommendation 79 (More Diversified Programs)

We recommend that Memorial University through its Faculty of Arts and Science, give consideration to the early introduction of university-level programmes in art, music, drama, and home economics in order to make possible the more diversified programmes needed in the schools of Newfoundland.

Nature of the recommendations. The report itself indicates that what the Commission was really advocating in recommendation 78 was the provision of more programs of the type indicated in recommendation 79. A number of organizations had indicated the need for courses in the schools which went beyond the narrow academic program then available. The N.T.A. felt that the school curriculum should reflect the increased time most people had for leisure activities and it questioned the value of some of the more traditional courses being offered in the schools. To provide a broader curriculum, it would be necessary to provide training programs so

that a supply of qualified teachers would be available. It was suggested that the University might introduce a degree in fine arts.

The Commission seemed to be working on the assumption that the Faculty of Education would be required to provide methods courses in the new subject areas which it felt should be introduced in the schools. To give prospective teachers the academic background necessary, it advocated the provision of courses by the Faculty of Arts and Science.

Response to the recommendations. The Commission felt that the best way for a program to be developed in the areas mentioned was the establishment of a department of fine arts within the Faculty of Arts and Science. Dean Hickman (Interview, May 3, 1971) indicated that while the University has considered the introduction of a degree program in fine arts, neither the department of fine arts nor the degree have been realized. Considering the growth of the Division of Junior Studies and the new Faculty of Medicine, it appears as though the fine arts courses have not been given a high priority by the University.

The Faculty of Education has introduced a number of methods courses in art, music, and drama.

The emphasis has been on the development of programs appropriate for primary and elementary children. It was not ascertained whether school boards are experiencing difficulty recruiting teachers in these areas. The small number of non-academic teachers which can be hired under the present salary regulations of the Department may have affected the decision of the University not to proceed with the program at this time.

Recommendation 78 is classified as implemented in part. The Faculty is attempting to train teachers in the areas provided for in the Report. Recommendation 79, directed to the Faculty of Arts and Science is classified as under consideration.

Recommendation 81 (Special Programs)

We recommend that Memorial University through its Faculty of Education consider extending its programs to meet the special needs of teachers of the mentally and physically handicapped and the intellectually and artistically gifted.

Nature of the recommendation. Andrews (p. 14) in his submission to the Commission outlined what he considered to be the general qualities of a teacher of handicapped children:

The special teacher is a person who is qualified by temperament and training to deal with those students who have not prospered in the regular program and who as individuals have probably disrupted the ideal process of teaching.

He suggests four sources from which assistance in teaching handicapped children may be sought:

1. From the regular supply of teachers who may choose to try something new and challenging.
2. Specially trained undergraduates who may decide that they wish to specialize in the instruction of exceptional children.
3. Volunteers, that is, persons who may volunteer to act as teacher aids.
4. Persons in the community who have a general interest in the work of teaching exceptional children.

The Faculty could assist all of these groups with various types of programs. The Commission did not indicate what characteristics were desirable for those who would teach the artistically and intellectually gifted.

The progress that had been made with regard to schools for retarded children in the province was due mainly to the efforts of the Newfoundland Association for Retarded Children. Assisted by grants from the Department, the Association had operated schools, mainly in St. John's and had obtained training for its teachers at institutions throughout North America. The Department operated a school for deaf children.

Warren stated (Interview, April 28, 1971) that the Commission did not discuss the type of programs which the Faculty could provide for preparing teachers of children with learning problems. The recommendation was intended to be general in nature and was suggesting that the Faculty take a look at education for handicapped and gifted children and see what could be done.

Response to the recommendation. In reorganizing the Department of Education, a Division of Special Education was created and a Director appointed. Special education programs are now the responsibility of this division. To assist it in recruiting teachers with special qualifications, the division has a number of grants which are available for persons who wish to take special teacher training programs. Most teachers now employed in classes operated by the Division have, in addition to basic certification, some training related to the teaching of special children. The special training is obtained outside the Province.

Andrews, the Director of Special Education, has expressed the view that the Faculty is not offering even a reasonably adequate program for training teachers of exceptional children (Interview, April 28, 1971). The Faculty has two half-courses which deal with the

intellectual, physical, social and emotional problems of exceptional children. The outline of these courses suggests that they are of a general nature and not intended to equip teachers to work with exceptional children.

There has not been a very significant response by the Faculty to this recommendation. The type of training required is highly specialized and the number of teachers who would be required for the programs throughout the Province would be small. That may account for little being done in this area. There is also a shortage of staff in the Faculty with the training to set up a comprehensive program to prepare teachers in these areas. The recommendation is classified as under consideration.

Recommendation 82 (Teacher-Librarians)

We recommend that Memorial University through its Faculty of Education introduce a programme for the training of teacher librarians.

Nature of the recommendation. The brief presented to the Commission by the Grolier Society of Canada outlined (p. 23) what it considered appropriate duties for a teacher librarian:

1. To instruct in the use of the library;
2. To give individual guidance to students in the use of library materials;

3. To assist teachers through use of library materials in preparing class assignments;
4. To organize and supervise maintenance duties such as ordering and processing library materials, repairing and other responsibilities necessary to the effective operation of the library.

To carry out the duties listed above requires that a teacher have special training in library science. The person who assumes the duties, particularly in a larger school, would need to be freed from many of his teaching responsibilities. It presupposes that the school will be equipped with a library which will have a reasonable number of books and subscriptions to newspapers and magazines. Many Newfoundland schools, even new central and regional high schools, do not have a room which has been designated as a library. Too many school boards have not been spending the library grants made available by the Department. This may well reflect the priorities of teachers as well as school boards.

The quality of the public libraries is about equal to that of school libraries. In its submission to the Commission, the N.T.A. stated (p. 76) in 1963 there were only 4 professional librarians in public libraries throughout the province. There was not a professional librarian in either of the school libraries. The N.T.A. report showed that in 1963 the number

of books per pupil in Newfoundland schools was 1.47 in the thirteen largest schools in the province. This compares with 6.72 volumes per pupil in Saskatchewan and a Canadian average of 5.02.

Response to the recommendation. At the time the recommendation was made, the Faculty offered no training in library skills. The University does not have a school of library science. The University calendar for 1971-72 lists one half-course dealing with library organization and administration. The emphasis of the course appears to be on the acquisition of materials and related administrative duties. A one-semester course is unlikely to provide the training required to enable a teacher to provide the kind of assistance which the Grolier Society felt a teacher librarian could give. However, it is a beginning. Given the technical skills, a teacher who is convinced of the value of a library can provide valuable assistance to the staff of a school. There would appear to be a need for a more extensive training program in this area. Perhaps the qualified personnel in the Education Library could develop a program covering a full year of study. The recommendation is classified as implemented in part.

Recommendation 83 (Graduate Programs)

We recommend that Memorial University through its Faculty of Education introduce a diploma program and a masters program in guidance and counselling and a diploma course in educational administration.

Nature of the recommendation. The Faculty already offered a master's program in educational administration. The addition of a graduate program in guidance and counselling was related to the Commission's suggestion that there was a great need for guidance counsellors in schools throughout the province. The Commission's suggestion that a diploma program in educational administration be added was explained in terms of the immediate need for administrators in schools. It felt that the diploma program would be more appropriate for training these administrators than a degree program with more emphasis on research. The recommendation came from Coutts's study and was not supported by any other groups.

Response to the recommendation. The University now offers programmes at the graduate level in curriculum and instruction, educational administration, and guidance and counselling. Both diploma programs and degree programs are available. The Faculty was in the process of making more programs available at the grad-

uate and undergraduate level and it is impossible to determine whether the recommendation had any influence on which programs were introduced or on the time of introduction. The recommendation is classified as implemented in full.

Recommendation 93 (Correspondence Courses)

We recommend that Memorial University through its Faculty of Education not offer professional courses by correspondence.

Nature of the recommendation. The recommendation is concerned with the best way of assisting teachers, particularly those in smaller communities, to upgrade their qualifications. Although it had been the policy of the University to accept for credit courses offered through correspondence by Queen's University, Memorial University itself did not offer correspondence courses. One reason given by Kirby for the recommendation being made (Interview, April 27, 1971) was that the Commission felt such courses consisted largely of a one-way communication. Such an approach, while it might be satisfactory for some academic courses, was not considered appropriate for professional courses. Correspondence courses did not permit the discussion and interaction which it considered necessary for professional development. Warren

stated (Interview, April 28, 1971):

It seemed to us that the briefs that came were against offering courses by correspondence. We, without going into any great depth concerning the advantages, passed on this recommendation.

Response to the recommendation. When the University appeared before the Commission, it indicated that it did not favour offering courses by correspondence. It felt that more emphasis should be placed on providing courses through off-campus programs. In view of the opposition which the University itself expressed, it is not surprising that no steps have been taken to introduce correspondence courses. The recommendation is classified as implemented in full.

Recommendation 94 (Religious Education Teachers)

We recommend that the University develop a program for the training of specialist teachers in religious education.

Nature of the recommendation. At the time when the Commission made its study, it was the practice of a number of denominations to offer courses designed to train teachers in religion. The courses were non-credit but were in some cases demanded before the denominational board of examiners would grant a certificate to teach. In spite of the fact that some denominations were ensuring that all their teachers had at least one

course in religion, there was concern about the number of church schools where the teaching of religion was inadequate. In a large number of cases, the time allocated for teaching religion was being used for teaching other subjects. The request for specialist teachers in religious education came from the denominational authorities.

Response to the recommendation. Non-credit courses are no longer required for teachers in any programs offered by the Faculty. In 1968, the University set up a Department of Religious Studies within the Faculty of Arts and Science. It offers courses in Christian ethics, moral philosophy and comparative world religions. Students in the Faculty may elect to study courses in religion as either a major or minor concentration. In addition, the Faculty offers courses dealing with methods of teaching religion and the philosophy of religious studies in schools. The recommendation is classified as implemented in full.

DISCUSSION OF THE RECOMMENDATIONS RELATED TO TEACHER TRAINING PROGRAMS

Five of the nine recommendations in this section have been implemented in full, two have been implemented

in part, and two are under consideration. Of the four recommendations which originated with the Commission alone, three have been implemented in full and one has been implemented in part. Recommendations 79 and 81, which received support from one major organization in addition to the Commission, are still under consideration. Recommendation 83, which was supported by three major organizations, has been implemented in full. There is no indication that the response to these recommendations is directly related to the degree of support which it received.

Seven of the nine recommendations in this section, all of which are directed to the Faculty, have been implemented. This does not necessarily indicate that an effective way of making changes in teacher education programs is to institute a commission of inquiry. The Chairman of the Commission was a member of the Faculty prior to his appointment to the Commission. It is possible that the recommendations which the Commission included in its report reflect Warren's view of what the Faculty was likely to consider appropriate.

Of the three recommendations which presented proposals to train teachers for specialized roles in schools, recommendation 94, to provide teachers trained

in religious education, is the only one implemented. A Department of Religious Studies was set up within the Faculty of Arts and Science while the Faculty of Education provided methods courses in religion for primary, elementary and secondary teachers. By comparison, very little has been done by the Faculty to train teachers for the physically and mentally handicapped, and for school libraries. Lack of opposition to a recommendation does not appear to be as significant in determining the response to it as strong pressure directed toward having it implemented.

Recommendation 79, which suggests setting up programs to train teachers in the areas of art, music, etc., has not been implemented. The department of fine arts which the Commission suggested would facilitate the introduction of programs in these areas has not been organized. The absence of a group to bring pressure on those whose responsibility it is to develop the programs may have determined the priority which the University attaches to the programs.

Although a large number of recommendations have been implemented, in most cases the policy of the Faculty appears to have been in that direction prior to the time when the Commission made its study. Where recommendations proposed that new policies be established,

Table 12

Summary of Recommendations on
Teacher Training Programs

Number	Source	Degree of Implementation	Implemented by
69	Commission	Implemented in full	Faculty
74	Commission	Implemented in full	Faculty
78	Commission	Implemented in part	Faculty
79	Commission Study, U.C. Sch.Bd.for St. John's.	Under Consideration	
81	Commission N.T.A.	Under Consideration	
82	Commission M.U.N., R.C. Hierarchy	Implemented in part	Faculty
83	Commission Study, U.C. Sch.Bd.for St. John's, M.U.N., D.S. E.C.	Implemented in full	Faculty
93	Commission	Implemented in full	Faculty
94	D.S.E.C., R.C. Hierarchy	Implemented in full	Faculty

strong support from the major organizations appears to have influenced the speed with which they have been acted upon. The effect of the Commission on teacher education programs was to speed up the rate at which changes were made.

ORGANIZATION AND ROLE OF THE FACULTY OF EDUCATION

Six recommendations are considered under this heading. They are: 76, 77, 85, 86, 87, and 95. No submission from any organization contains specific references to this topic. The recommendations originated with Coutts's study done for the Commission. One of the six recommendations, number 76, deals with the internal organization of the Faculty and five others suggest ways in which the Faculty could become more involved in the educational development of the Province.

Recommendation 76 (Reorganization of the Faculty)

We recommend that consideration be given to the establishment of departments within the Faculty of Education at Memorial University.

Nature of the recommendation. The Faculty had grown to the point where the Commission considered that some reorganization in its administrative structure was necessary. The Commission offered the following advantages which could result from the formation of depart-

ments: (Report, p. 138)

1. More senior staff members would become involved in administration.
2. Sharing the Dean's load with department heads would allow him to concentrate more attention on long-range planning and public relations.
3. The departments would help focus on the specific activities of the Faculty.
4. The Faculty would have a stronger voice in the University Senate.

Response to the recommendation. The decision to create departments within the Faculty had been under consideration some time prior to the Commission's report being published (Hickman, Interview, May 3, 1971). A recommendation from the Faculty that departments be set up was approved by the University Senate in 1967 after the Report was published. In the same year Departments of Educational Administration, Educational Foundations, Curriculum and Instruction were established. At the same time a division of Student Teaching was created. Since then a Department of Psychology, Guidance and Counselling has been established. The recommendation is classified as implemented in full.

Recommendation 77 (Facilities for the Faculty)

We recommend that facilities be provided by Memorial University to permit the Faculty of Education to expand its programs and services as the needs of education in the schools of Newfoundland dictate.

Nature of the recommendation. While it appears that the recommendation is directed to the governing body of Memorial University, the provision of new facilities would be dependent on capital grants being provided by the Department. Implementation of this recommendation would require the support of both the University Senate and the Department of Education. There is no indication at the time this recommendation was made that the Faculty was being denied adequate facilities. A new arts and education building was nearing completion. The recommendation seems merely to be a reminder to the University and the Department that the Faculty had been given a considerable responsibility in the development of education in the province. No unnecessary restrictions should be put in its path which would make it difficult to fulfil that role.

Response to the recommendation. Although it is impossible to determine whether the need for facilities is being completely met, there is no indication that the Faculty is under any great constraint. There is no

indication that where programs have not been developed, it is related to a shortage of space. There may be a shortage of staff to introduce programs in the Faculty but to some degree all faculties require more space, staff and other facilities.

The recommendation is classified as implemented in part. It is an areas which needs to be considered from time to time by the University and the Department. The current emphasis of the Government on the provision of a hospital and medical building for the Faculty of Medicine will have some effect on the ability of the University to meet the demands by other faculties for facilities to provide programs within their areas.

Recommendation 85 (Joint Appointments)

We recommend that Memorial University give consideration to making appropriate joint appointments between certain arts (or science) and education departments.

Nature of the recommendation. Warren (Interview, April 27, 1971) felt that since teacher education draws on many disciplines, it was logical to involve people from other departments outside the Faculty who could contribute their special knowledge to the programs which were offered. The Commission felt that there was a growing interest being shown in teacher education by

staff members from other departments and making joint appointments would allow such persons to become actively involved in the development and teaching of the Faculty. It was another way of taking advantage of having teacher training done within the University.

Response to the recommendation. There had been no joint appointments when this recommendation was made. The policy of the Faculty and other faculties of the university is to make joint appointments "where it seems desirable" (Hickman, Interview, May 3, 1971). The University Calendar for 1971-72 lists a number of joint appointments between various departments, only two of which involve the Faculty of Education. Such a number will not likely bring about the kind of involvement which the Commission had in mind when the recommendation was made. If any significant effects are expected, the number of joint appointments between the Faculty and other disciplines in the University needs to be increased. The recommendation is classified as implemented in part.

Recommendation 86 (Travel Assistance for Staff)

We recommend that the staff of the Faculty of Education at Memorial University be given further travel assistance to permit them to attend professional meetings in order to keep abreast of developments in their disciplines.

Nature of the recommendation. Two factors seemed to have influenced the Commission in making this recommendation. First, it is common practice for most universities to provide travel assistance to their staffs, and if the Faculty could offer similar incentives, it would assist them in recruiting better qualified staff. Second, as the recommendation indicates, attendance at such meetings needs to be encouraged because it is an excellent way of helping staff in becoming aware of developments as they occur in education. Considering the high cost of providing post-secondary education, financial assistance to staff members who wish to attend meetings seems to be a most economical way of ensuring that the information which they provide to their students is relevant and deals with topical issues.

Response to the recommendation. It would be difficult to determine whether the response to this recommendation has been adequate. It is unlikely that the travel budget of the Faculty is sufficiently large to allow staff members to attend as many professional meetings as they would prefer. The area is one for which it is impossible to provide complete satisfaction for any long period of time. Like salaries, such

assistance is characterized by decreasing satisfaction. This year's travel assistance will provide less satisfaction next year. Hickman (Interview, May 3, 1971) said the assistance now available is 'adequate.' The recommendation is concerned with an area which needs to be considered from time to time. The satisfaction of the staff and the requirements of the Faculty are factors which will determine whether the assistance available continues to be adequate. The recommendation is classified as implemented in full since there is nothing to indicate that the present level of travel assistance is not satisfactory.

Recommendation 87 (Role of the Faculty)

We recommend that increased efforts be made to involve the staff of the Faculty of Education of Memorial University in leadership roles in various aspects of Newfoundland education, such as curriculum development, in-service activities, school administration, and educational planning.

Nature of the recommendation. The Commission felt that by providing more staff the Faculty could become increasingly involved in leadership roles throughout the Province. It would appear necessary for the staff to be considered by various organizations involved in education as having a significant contribution to make in the areas outlined in the recommendation.

While the recommendation may require the cooperation of other organizations such as the Department and the N.T.A., it is considered to have been directed to the Faculty. There is no indication that any organizations have been reluctant to request the assistance of the Faculty when workshops and seminars were being planned. The Faculty has the responsibility to ensure that it has staff members who are highly skilled in the areas referred to in the recommendation. There must be adequate provisions for the staff to be released from teaching duties to allow them to visit various parts of the province when requested by responsible groups holding conferences and workshops. Where the Faculty considered that topics which are important to the development of education are being neglected, it should initiate programs which will bring attention to these topics. Through continuing leadership, staff members could develop areas of special interest and through writings and research provide a stimulus for change and improvement.

Some specific ways in which the staff might provide leadership were outlined by the Commission:
(Report, p. 139)

1. In-service programs and field studies
2. Institutes and seminars

3. Experimental programs through radio and T.V.

4. Publication.

Response to the recommendation. Hickman

(Interview, May 3, 1971) outlined a number of programs in which staff members are currently involved throughout the province. Curriculum projects are under way in language arts, science, and social studies. Two other areas are, a teacher evaluation program on the west coast of the province, and a pre-service education program for new teachers in Bay L'Argent. In addition to projects of a general nature, staff members are constantly involved in seminars and workshops such as the administrators workshop sponsored by the Department of Educational Administration in the Spring of 1971.

Hickman felt that the increase in staff had enabled the Faculty to exert a stronger influence in the development of education throughout the province. Along with increased numbers, the areas in which the staff is able to provide expert advice have increased. The teaching responsibilities of the staff have been deliberately kept low to give members time to participate in activities off-campus. There seems to be a need for someone to coordinate these activities so that topics are prepared and discussed in a sequential pro-

gram. The section on In-service Education deals with some of the problems in this area. The recommendation is classified as implemented in part.

Recommendation 95 (Research Studies)

We recommend that provision be made at Memorial University, through the Faculty of Education, for the carrying through of research studies related to various aspects of teacher recruitment, selection, preparation, placement, and proficiency.

Nature of the recommendation. The need for research in education was considered by the University in its submission to the Commission. It stated (p. 43) that research was needed to "assess our present position and provide guidelines for the future." Coutts (p. 50) praised the type of statistical analysis which appeared from time to time in the Department of Education monthly newsletter. He felt that more studies of this type were needed but that the Faculty was the best agency for the development of in-depth studies in education. Coutts justified the need for research in education in economic terms by saying (p. 50):

In an enterprise as important and costly as public education, there needs to be a stepped up investment in studies and research to provide objective evidence and possibilities on which to base future developments.

Response to the recommendation. The University

regretted in its submission that because of the shortage of funds there had been little emphasis by staff members on educational research. However, it indicated that the Premier had recently announced a grant for educational research and that it expected an adequate program could now be undertaken (p. 43).

Since then the emphasis of research programs appears to have been on the development of new curricula, improvement in the teacher training programs and other problems. There does not appear to have been any research on the type of problems mentioned in the recommendation. Studies of teacher attitudes, learning problems or more basic research related to theoretical problems have not been done. There also is a continuing difficulty in obtaining sufficient grants from various agencies such as the Canada Council. While some research has been undertaken by the Faculty, the output has not been very extensive. The Faculty recently set up a committee to study teacher education and the terms of reference appear cover many of the items noted in the recommendation. In addition to the problems referred to in the recommendation, this committee will examine the role which the Faculty plays in the educational development of the Province. The recommendation has been classified as implemented in part.

DISCUSSION OF THE RECOMMENDATIONS ON THE
ORGANIZATION AND ROLE OF THE FACULTY
OF EDUCATION

The six recommendations considered in this section were taken from the study done for the Commission by Coutts. This aspect of the Commission's study provoked little debate or suggestions from sources other than the University for any significant change in the organization and function of the Faculty. Whether it is the responsibility of a commission to stimulate debate and discussion in areas where there appears to be little public response would be an interesting topic for study. The University has been regarded by many public organizations as a sacrosanct institution and there appears a general reluctance to be critical even when there may be some cause for dissatisfaction. The lack of public comment has not prevented a substantial response to the recommendations. Of the six recommendations in this section, two have been classified as implemented in full and four implemented in part. Five are directed to the Faculty for implementation while recommendation 77 appears to be directed to the University and the Department.

While all of these recommendations are classified as having been implemented to some degree,

Table 13

Summary of Recommendations on the Organization
and Role of the Faculty of Education

Number	Sources	Extent of Implementation	Implemented by
76	Commission Study	Implemented in full	Faculty
77	Commission Study	Implemented in part	University, Department
85	Commission Study	Implemented in part	University, Faculty
86	Commission Study	Implemented in full	Faculty
87	Commission Study	Implemented in part	Faculty
95	Commission Study, University	Implemented in part	Department, University

there is no evidence to suggest that implementation was the result of any policy changes by the Faculty or the University. The response has been favourable because the policy of the Faculty prior to the Commission's study was congruent with the suggestions made in the Report. For example, recommendation 76 which suggested that departments be set up within the Faculty was under consideration before the Commission began its study. Hickman (Interview, May 3, 1971) felt that the recommendation had not influenced the decision to create departments. Nor had it, he felt, influenced the timing of the decision made in 1967 to proceed with the plan to departmentalize.

Recommendation 77 does not appear to have had any real influence on the facilities available to the Faculty. The Arts and Education building was being constructed during the Commission's study and its completion date was 1967. Its physical facilities still appear to be adequate. The University's submission to the Commission indicates that the grant for educational research had been announced by the Premier before the brief was written. The specific areas suggested for study in the recommendation have not been given serious consideration. The decision by the Faculty in setting up its Committee on Teacher Education to study all

aspects of teacher education at the University may not be a response to the recommendation.

IN-SERVICE EDUCATION

The four recommendations in this section are concerned with providing training for teachers who have not completed basic certification, those who require courses to qualify them for a higher certificate, and those who desire credit and non-credit courses to keep up with changes which are taking place in their teaching specialty. The recommendations which are relevant to this section are numbered: 89, 90, 91, and 92.

Recommendation 89 (University Summer Session)

We recommend that the summer session at Memorial University be expanded to meet the needs for further academic and professional training of licence and certificate holders working towards higher qualifications and/or university degrees.

Nature of the recommendation. The University had for some time operated a Summer Session in July and August under the direction of a member of the Faculty of Education. The Summer Session permitted teachers with licences to complete the requirements for a Grade I certificate. Teachers with certificates could take up to two full courses per session and complete the

requirements for a Grade III certificate. The regulations governing the award of a degree in education required that the student must spend the final year of the program as a full-time student. Furthermore, Education 430, a requirement for any degree in education, had never been offered in a summer session.

Response to the recommendation. One indication of the growth that has taken place in the Summer Session is the number of persons who register for courses. The number grew from 473 in 1963 to 3300 in 1970. The University estimates that 68 per cent of those in attendance last summer were teachers. Another indication of the importance of the Summer Session was the appointment in 1970 of a full time Director of Summer Session and Extramural Studies, a division created to administer the programs offered by the University in this area. The summer program has grown considerably. The Director estimated that the 1971 Summer Session would offer 200 courses compared to 175 in 1970. In 1966 fewer than 30 courses were offered.

The Faculty has changed its degree requirements so that more advantage may be taken of the summer program. All courses required for a degree are available through the Summer Session. The regulations still

require one year in residence in order to obtain a degree but the regulations no longer specify the fourth year. The recommendation is classified as implemented in full.

Recommendation 90 (Credit Courses)

We recommend that Memorial University expand its offerings of credit courses during the summer session, evening program and other off-campus programs and that the University experiment with offering credit courses by radio and television.

Nature of the recommendation. The first part of the recommendation pertaining to the Summer Session program has been dealt with under recommendation 89. The evening program offered a limited number of courses on campus, while the off-campus courses were taught in two or three towns where qualified local instructors were available. The organization which was most emphatic about the need for credit courses being made available to teachers in many more towns throughout the province was the N.T.A. It offered in its submission to the Commission (p. 37) three suggestions for providing more courses:

1. Provision of televised credit courses, supplemented by seminars.
2. Courses offered by professors flown in from St. John's for the purpose.

3. The use of qualified personnel at the local level.

Response to the recommendation. The expansion in Summer Session programs was outlined in the discussion of the previous recommendation. The evening program offered by the University has increased in a similar way the number of courses which it provides. The tentative list of courses for the 1971-72 evening session contains more than 90 academic and professional courses. The evening program began in 1964 with fewer than a dozen courses. At the time during which the Commission conducted its study, the off-campus program depended on the availability of local instructors. The number of centers varied from two to four. In 1969 courses were offered in twelve centers, in 1970 in twenty centers. The estimate for the 1971 fall semester is for courses in twenty-five towns. In some cases, courses are taught by local instructors; where this is not possible, staff from various departments travel from St. John's to various towns in the province. To supplement the off-campus programs, the University offered four courses through educational television. The Director, (Interview, April 29, 1971) indicated that the Division of Summer Session and Extramural Studies hoped to increase the number of courses which

it offered through E.T.V. to twelve. At first the Division experimented with telephones so that students could be part of an 'open line' and ask questions of the instructor. This did not prove too successful. In the spring of 1971 a new system was introduced in which students tape their questions and send them to the instructor. Copies of the tapes containing the instructor's replies are then returned to the students.

An indication of the growth of the evening and off-campus program is the increase in the number of partial students registered with the University. Between 1966 and 1970 the number of partial students increased from 840 to 2747. Except in a very limited number of communities on the Labrador Coast and the South-West coast of the province, all teachers are within reach of courses provided by the University. The recommendation is classified as implemented in full.

Recommendation 91 (Non-credit Programs)

We recommend that Memorial University through its Faculty of Education, give consideration to offering non-credit programmes of professional enrichment to keep teachers abreast of changes taking place in the area of their teaching specialty.

Recommendation 92 (In-service Education)

We recommend that in-service education for teachers be placed on a more formal basis and that the University, the Department of Education, the Newfoundland Teachers' Association and school boards provide more assistance and direction for carrying out these programs.

Nature of the Recommendations. From the Report it is clear that by 'non-credit' courses the Commission was referring to any form of workshop, seminar, and short course that might be of value to practising teachers. The need for such programs is clearly outlined in Coutts's study and the Commission's Report is based largely on his study. The N.T.A. stressed the need for the type of programs referred to in recommendation 91. It stated (p. 38) that any professional person had to strive constantly to keep up with developments in his field. The pace at which changes were taking place in education made it essential that teachers be provided with new information at a faster pace than in the past. It recommended a number of in-service programs which it felt were necessary.

Another factor which can be noted in reference to recommendation 91: the Commission placed the emphasis for providing non-credit courses solely on the Faculty. This relates to the leadership role mentioned earlier

which the Commission felt that the Faculty should try to fill. While provision of courses would be the responsibility of the Faculty, the total in-service program was considered by the Commission to involve a number of agencies. The mention of school boards is significant because, apart from three or four boards in the larger towns, they had not previously participated in any aspect of teacher education. Besides urging that the Department, N.T.A. and school boards give more direction and assistance, the Commission felt that the in-service programs should be placed 'on a more formal basis.' The Commission was suggesting that the responsibilities and roles of all organizations needed to be better defined. This view was supported by McCurdy (Interview, April 27, 1971) when he stated that:

We believe the whole in-service education program needs to be overhauled. The roles of the participating agencies need to be more clearly defined. We have by no means articulated in any significant way the relationship that should exist between pre-service education and in-service education. There is a growing volume of in-service education, but we have not rationalized the whole process.

Response to the recommendation. Interviews with a number of persons indicated that the Joint Committee is examining the problems discussed by the

Commission with regard to in-service education. The participating organizations, which do not yet include school boards, have provided funds so that a systematic study can be carried out. Unless the study considers the role which the school boards are likely to play, it is likely to accomplish little. All school boards have superintendents and most have one or more supervisors. In-service activities are likely to be developed by the board's professional staff in response to needs within its jurisdiction. There would appear to be a need for the establishment of some ground rules to guide groups which will be involved in planning in-service programs at the local level. Who will initiate the programs, what will be the role of persons who are invited as resource persons, and what arrangements will be made for teachers to be released from teaching to attend courses, are some of the issues on which a policy needs to be established. There is some need for research to determine the type of in-service activities which will bring about changes in the education program.

While the question of responsibility for providing in-service programs is being discussed, there does not appear to have been any significant change in response to the two recommendations. The number of non-credit courses offered by the Faculty has not in-

creased significantly. There appears to be a growing volume of teacher-initiated in-service activities. The study by the Joint Committee indicates that there is agreement among the responsible organizations that the problems stated in the recommendations need to be discussed. That there has not been any substantial action in implementing the recommendation, is an indication that it is not considered a crucial issue. The fact that the Joint Committee operates without specific terms of reference points out the need for an organization which is better organized to deal with problems involving joint responsibility. Recommendations 91 and 92 are classified as under consideration.

SUMMARY OF THE RECOMMENDATIONS ON IN-SERVICE EDUCATION

Four recommendation were examined in this section. Two recommendations, 89 and 90, have been classified as implemented in full. Recommendations 91 and 92 have been classified as under consideration. The two recommendations which have been implemented in full were directed to the Faculty. The N.T.A. strongly supported the expansion of programs in the evening, off-campus and summer sessions. Support for these programs is implied in most of the submissions made to the

Table 14
Summary of Recommendations on
In-Service Education

Number	Source	Extent of Implementation	Implemented by
89	N.T.A.	Implemented in full	Faculty
90	N.T.A.	Implemented in full	Faculty
91	Commission Study	Under Consideration	
92	Commission Study	Under Consideration	

Commission. The established policy of the University was to influence life in every part of the province. The Extension Department was already involved in many programs designed to bring the University into every part of the province. Where policy is already congruent with a recommendation, there is a substantial response within a short time. In relation to recommendations 91 and 92, even though the groups involved are in substantial agreement concerning the recommendation, the response has not been significant. A longer time is then required to implement the recommendations. The number of organizations whose

cooperation is needed may be one factor. Slow response to these recommendations may also be influenced by the reorganization taking place within the Department and among school boards.

OTHER RECOMMENDATIONS

Four recommendations do not appear to belong to one specific category but are related to a number of topics discussed in this chapter. The recommendations considered in this section are: 73, 75, 88, and 96.

Recommendation 73 (Board of Teacher Education)

We recommend that there be established a formal Board of Teacher Education comprised of five representatives from each of the Department of Education, Memorial University, and the Newfoundland Teachers' Association whose duty it would be to advise the president of the University with respect to all matters relating to teacher education programs. We further recommend that the chairman and secretary of this board be elected from the membership and that there be a number of members common to both the Board of Teacher Education and the Board of Teacher Certification.

Nature of the recommendation. This recommendation does not make clear who would take the initiative in establishing the board which it proposes, nor does it make any provision for membership from school boards. Warren states (Interview, April 27, 1971) that the Commission assumed that the Department would initiate

the action necessary to set up the board. The Commission felt that the Joint Committee which was formed during the 1940's was not well enough structured to make the careful study which it felt teacher education programs required. The Commission was particularly anxious that there be a more formal method by which members would be selected to serve on any board which studied the problem.

Response to the recommendation. The Joint Committee is still functioning in the areas mentioned in the recommendation. Hickman indicated (Interview, May 3, 1971) that steps were being taken to give representation on the Joint Committee to school boards. To implement this recommendation would require either that the board referred to be formed or that substantial changes be made in the organization of the Joint Committee so that it conformed to the Commission's view of a body appropriate for the specific task of advising the president on matters related to teacher education programs. There is no indication that either alternative will be followed. The Commission's point of view that the Joint Committee was unsuitable is apparently not shared by the organizations which are represented on the Committee. The recommendation is

classified as rejected.

Recommendation 75 (Review of Practicums)

We recommend that the Board of Teacher Certification give consideration to a review of the type of practicums--student teaching, internship, apprenticeship, field service--to be associated with the pre-service education programs of Memorial University.

Nature of the recommendation. In Coutts's study (p. 37) there is considerable dissatisfaction expressed regarding the student teaching program offered by the Faculty. He states:

The practice now given to primary and elementary student teachers is minimal but does have the merit of being given in blocks. The fact that little or no practical experience has recently been given to secondary route students on the B.A. (Ed.) program seems a tragedy. The students in the five year combined program fare slightly better.

Coutts recommended 'boldly conceived plans' for the practicum and that the problem was an appropriate one for the Board of Teacher Education to study. It is difficult to know why the Commission in its recommendation decided that the Board of Teacher Certification would be best to deal with the problem. The organizations represented on both boards were the same. Warren (Interview, April 27, 1971) said that the Board of Teacher Certification was chosen because:

It was my feeling that the Teachers' Association had to become more involved in teacher education programs. The profession, the N.T.A., through the Board of Teacher Certification would then have a say on formulating policy on pre-service and student teaching even though the University legally controls the nature of the courses given. Teacher education programs must be developed cooperatively and the teaching profession must accept more responsibility for internship.

Regarding the term student teaching, internship, apprenticeship, etc., the Commission did not outline the type of training which each type of practicum involved. Student teaching was a familiar term but the others seem to imply different things to different people. Kirby (Interview, April 27, 1971) felt that the terms internship, apprenticeship and field service "could almost be synonymous." Warren felt that the emphasis was on a careful consideration of different types of practicums so that student-teachers would spend more time in school classrooms during their training program.

Response to the recommendation. During legislation passed by the House of Assembly in 1968 dealing with the reorganization of the Department of Education, a Teacher Training Act (1968) was passed. Section 10(a) set up a Teacher Certification Committee with representatives from the Department, the University, the N.T.A.,

and the Denominational Education Committees. The Teacher Certification Committee has since conducted a study of teacher certification procedures but the report has not yet been made public. However, there is no indication that the topic of practicums and their relation to teacher certification was examined. The Committee has concentrated its attention on producing a uniform set of grading regulations for the whole Province.

Student teaching programs have been reviewed since the Commission reported. A Director of Student Teaching was appointed by the Faculty in 1966 before the Report was made public. The new Director was assigned the task of studying the programs being offered and to recommend suitable changes to the Faculty. In the Fall term of 1967 a number of changes in the program took effect. Student teaching was offered as a required course for all students. Distinct programs were provided for students in the primary, elementary, and secondary programs. The course was offered in the second year of the program although students were advised that if they were returning immediately to do the third year of the program they should postpone student teaching until then. During

either the fall or winter semester, students were expected to spend at least ten half-days observing in classrooms in St. John's. In addition, groups of children were brought to the University where they were taught lessons by students. The lessons which were video-taped were later used in small group discussions designed to assist the student-teacher in improving his presentation.

The major portion of the actual practice-teaching occurs after the end of the winter term. Students spend three full weeks in classrooms with teachers who have been selected by the Director in co-operation with the principals of schools in St. John's and other towns in the province. Supervision is provided by members of the Faculty who wish to take part in the program. Student-teachers are compensated by the Department for the time which they spend in schools. To counter a criticism expressed about the cooperating teachers, a non-credit course will be available during the summer of 1971 for cooperating teachers. The Director (Interview, April 28, 1971) hopes that the Division will be in a position to set up an internship program on an experimental basis for a number of students in the secondary program.

This recommendation has been classified as im-

plemented in part. Although the problem of practicums has not been dealt with by the Teacher Certification Committee, the Division of Student Teaching appears to have introduced a number of changes which the Commission recommended. The Division is also examining a number of different approaches to providing experience for student-teachers.

Recommendation 88 (Probationers' Summer School)

We recommend that the Summer Session for the training of probationers be discontinued as soon as possible.

Nature of the recommendation. The Summer Session for the training of probationers was more commonly referred to as the Probationers' Summer School. When the demand for teachers had failed to keep pace with the supply, the Department instituted a summer school at which students who had written Grade XI examinations were given a six week teacher training program by Departmental supervisory staff. The program ended during the third week in August and the students who were successful were awarded a probationer's licence. Most of the graduates of the program went to smaller towns which had not been able to find certificated teachers. With the steadily improving supply of teachers, practically every organization suggested that

the Probationers' Summer School be discontinued. The N.T.A. wished such action to take place immediately. The R.C. Hierarchy was refusing to select any students to fill its quota. The Commission had presented some cogent arguments why teachers should be given adequate training in the section of the Report dealing with the supply of teachers. Statistics indicated that a large number of teachers with a probationers' licence left the profession every year and probably added to the problem of finding enough persons to keep classrooms open.

Response to the recommendation. It appears as though the Department would have been willing to discontinue the probationers' summer session immediately except for the view expressed by the Diocesan Synod Education Committee (Anglican) that it would experience difficulty in finding certificated teachers for a large number of isolated schools which it operated. The program was continued until 1969. A short announcement from the Department in the winter of 1970 indicated that no candidates would be accepted for the following summer. The recommendation is classified as implemented by the Department. The supply of teachers with at least a Grade I certificate had made the probationers' program no longer necessary. Whether the program ever

had an appreciable effect on the supply of teachers would be a worthwhile topic for study.

Recommendation 96 (Principles of Teacher Education)

We recommend that a study of the principles that guide teacher education in Newfoundland be made from time to time by a committee representing the Department of Education, the Newfoundland Teachers' Association, and Memorial University.

Nature of the recommendation. The Commission did not specify which committee might be most appropriate for undertaking such a continuous study. The Board of Teacher Education seems to have been expected to work in areas similar to this. It appears to be beyond the scope of the Teacher Certification Committee. Since the Board of Teacher Education never materialized, it would appear that for this recommendation to be implemented the Joint Committee would be required to accept this as one of its responsibilities.

Response to the recommendation. The study has not been allocated to the Joint Committee. Neither has any continuing group been set up which includes representatives of the organizations named in the recommendation. A study of teacher education which would include 'guiding principles' is being planned by the Faculty of Education. A Committee on Teacher Educa-

tion within the Faculty Council has been assigned to undertake a broad study over a period of a year of all aspects related to teacher education. All twelve members of this Committee are members of the Faculty of Education. Part of the problem of the Committee will be to examine the relationship between the Faculty and other organizations which have a responsibility in education in the province. However, the idea of a committee as envisioned by the Commission has not been accepted. The recommendation is classified as rejected.

DISCUSSION OF THE OTHER RECOMMENDATIONS

Of the four recommendations considered in this section, two are classified as rejected, one has been implemented in full, and one implemented in part. Recommendation 88, which suggested that the summer session for probationers be discontinued by the Department has been implemented in full. Most groups were opposed to the idea of adding more unqualified teachers to the large number already in the schools. Some suggested that the money could be better spent on the regular teacher training programs. While many schools boards had relied on the probationers for their teacher needs, it never became more than a stop-gap

method of staffing schools. The Commission may have had some influence in advancing the date for discontinuing the program.

Recommendation 75, to set up a board of teacher education to examine the practicums to be associated with the teacher education programs, was implemented in part. The board was never considered. Changes have been made in the student teaching program offered by the Faculty. The Director made the study which was recommended by the Commission and, with the approval of the Faculty, instituted the changes outlined earlier in this study. Cuff (Interview, April 28, 1971) indicated that during the study he had been in close contact with the major groups involved in education. Cuff who had, prior to his appointment as the position of Director of Student Teaching, been the Executive Secretary of the N.T.A. would have been fully aware of that organization's position on student teaching. The Faculty appears to have considered the problem one which could best be solved in the context of other problems related to teacher training programs. Since the Director was appointed prior to the publication of the Commission's Report, it is doubtful whether the recommendation influenced the action taken or the direction which the study took.

Recommendation 73 urges that a formal board of teacher education be set up, while recommendation 96 suggests that a Committee make a study of the principles which guide teacher education. While some attempts have been made by existing agencies to undertake the studies which these recommendations suggest, no committee has been organized for the specific tasks outlined by the Commission. While the Faculty appears willing to consider the point of view which other groups have on teacher education, it appears reluctant to assign responsibility for changes to a committee on which it would not have a majority. The Commission does not appear to have had a significant effect on the way which the Faculty carries out its responsibilities.

Table 15
Summary of Other Recommendations

Number	Sources	Extent of Implementation	Implemented by
73	Commission Study	Rejected	
75	Commission Study	Implemented in part	Faculty
88	Commission Study, N.T.A., U.C.Sch.Bd., R.C.Hierarchy.	Implemented in full	Department
96	Commission Study	Rejected	

Chapter 4

SUMMARY, DISCUSSION, CONCLUSIONS AND SUGGESTIONS FOR FURTHER STUDY

SUMMARY

The object of this study was to examine the operation of the Newfoundland Royal Commission on Education and Youth. Forty-seven recommendations dealing with the supply, recruitment and training of teachers were examined in relation to the following questions:

1. What were the prevailing issues at the time the Royal Commission made its report?
2. What were the views of various groups in regard to these issues?
3. What considerations determined the recommendations made by the Commission?
4. What factors appear responsible for the acceptance or non acceptance of the Commission's recommendations?

The conclusions which have been reached to these questions are summarized below.

The Prevailing Issues

Thirty per cent of the teachers in the province had less than one year of training. In smaller communities, as high as seventy per cent of teachers

employed did not have a certificate. High school students, some of whom had not completed the requirements for junior matriculation, were given a six week training program and sent to teach in schools in the more isolated parts of the province. Even among teachers with a certificate, many had completed only one year of training. Living conditions and working conditions contributed towards making teaching an unattractive occupation in many parts of the Province. The number of teachers who, at the end of each year, resigned to find other jobs contributed to the problem of finding an adequate supply.

While the Faculty of Education attracted nearly one-third of the matriculants of the province to its teacher-training program, its programs did not train teachers in a wide variety of courses which were necessary to provide for the diverse needs of children entering schools. Programs for training teachers in art, and music were not available. Training to qualify teachers for positions in schools for exceptional children was not available. There was also some question about the adequacy of the in-service programs offered through the Faculty of Education.

Views of Various Groups

There was general agreement about the need for well trained teachers. There were a number of solutions presented to help solve the problem. Most of these involved various financial incentives; and a program to recruit more matriculants, promising adults, and teachers from outside Newfoundland. A less direct approach was the suggestion that salaries, living and working conditions be improved to make teaching more attractive to young students. A number of organizations felt that more importance should be given to the recruitment of persons who possessed qualities which were suitable for teaching.

Apart from suggestions that the programs of the Faculty should be broadened, most of the recommendations for changes in teacher education were supported by a study done for the Commission. There was a need expressed for more programs to help teachers who were already teaching and those who required academic and professional courses to help them keep up with changes in their teaching specialty. General dissatisfaction was expressed with the student teaching programs available, especially for secondary teachers.

What Determined the Recommendations Which Were Made

Of the 47 recommendations considered in this study, 36 resulted from a study done for the Commission by Coutts. Many of these were supported by the organizations which appeared before the Commission. No suggestions which had the support of a number of organizations were excluded from the Report. The recommendations appear to reflect what the Commission considered the consensus of the views of these organizations.

The Response to Recommendations

The major factor which appears to determine the chances of a recommendation being implemented is its congruency with the policy of the group or groups to whom it is directed. If the recommendation supports a course of action that is already being followed, it will continue to be implemented. Where the action recommended is already being considered by the group, it will probably be implemented in full or in part as circumstances permit. Recommendations which require a change of policy by the organization to which it is directed are usually not implemented.

A recommendation directed to more than one group will require a longer time to implement than one

Table 16
Summary of Recommendations According
to Response

Implemented In full	In part	Under Considera- tion	Rejected	Dis- regarded	Not Classified
50	51	61	52	59	53
54	55	62	73	68	
56	57	66	96		
58	60	67			
69	63	79			
70	64	81			
71	65	84			
72	75	91			
74	77	92			
76	78				
80	82				
83	85				
86	87				
88	95				
89					
90					
93					
94					
18	14	9	3	2	1

directed to just one group. Recommendations directed to the Faculty of Education alone will stand a good chance of being implemented. Recommendations directed to the Department of Education will require a longer time to implement or will not be implemented at all.

CONCLUSIONS

The following conclusions have been reached based on the recommendations examined during this study:

1. Where a course of action was recommended which was congruent with the policy of the group or groups to whom it was directed, the recommendation will likely be implemented.
2. Recommendations which propose that new boards and committees be set up to carry out functions which are now the responsibility of existing agencies have not been implemented.
3. Whether a recommendation originated with the Commission or with organizations does not appear to be a significant factor in determining the response to it.
4. Recommendations which required the cooperation of several organizations take longer to implement than those directed to one group.
5. Most recommendations having the support of several organizations have been implemented.
6. When action is being taken which is consistent with the recommendation, it is most often impossible to determine whether it is a direct response to the recommendation.

7. Recommendations made to the Department of Education that special consideration be given to some sections of the Province, have not been implemented.
8. Recommendations to recruit teachers from outside the Province have not been implemented.
9. Recommendations which can be implemented only at some indefinite date in the future have not been considered.
10. A large number of recommendations directed to the Faculty of Education have been implemented.

DISCUSSION

In the preface to its Report, the Commission stated (p. xviii) "Our aim has been to present a long range plan for the future development of education in this province." To produce such a plan, the Commission undertook various studies, visited other countries, and engaged the services of a number of consultants. Based on these investigations, the Commission produced a large number of recommendations, 47 of which constitute the plan for providing an adequate supply of well trained teachers.

The recommendations were directed to the Department of Education, the Faculty of Education, Memorial University, the Newfoundland Teachers' Association and school boards for implementation. A number of recommendations urge that policies which were already

in effect be continued, some suggested that programs already developed be improved and extended. Other recommendations suggested that new policies be adopted. They have met with a variety of responses which have been noted throughout this study. The response which they have received is an indication of the degree to which the Commission's 'long range plan' is being followed.

Since the Report of the Commission was made public, a large number of recommendations have been implemented but it has been impossible to establish a causal relationship between the recommendations and the action which followed. It may be that policies now being followed with respect to teacher supply and training are the result of events which have only an indirect relationship between them and the recommendations. What effect has the Commission had on education in the province? The number of licenced teachers has declined to ten per cent, the probationers' summer school has been discontinued and the Department is expected to discontinue issuing licences to teachers. The teacher training program has undergone a number of changes which are in agreement with the recommendations made by the Commission. Its influence has been significant; its exact contribution to change has not been

determined.

A comparison of the recommendations which suggested that new policies be undertaken will reveal that a lack of response is evident in these areas. Recommendations which suggest special grants for rural schools, new teacher education programs in art, music, etc., and the establishment of new boards and committees have not been implemented. Those aspects of the long range plan which were in considerable agreement with the established policy of the various organizations were favourably received by them. The remaining recommendations do not appear to have influenced their policies in any significant way.

While it is beyond the scope of this study to determine the effectiveness of the Commission to bring about change in education in Newfoundland, it might be noted that factors other than a compilation of the responses to various recommendations are significant in such an evaluation. The Commission was given very general terms of reference. It attempted to cover the whole range of educational activities including finance and the denominational issue. Merely by raising the denominational question, the Commission became involved in a number of controversies which tended to overshadow the other issues with which it dealt. It may

have had considerable success in some areas while other areas have shown little response.

Dr. Warren, the chairman of the Commission, said in an interview (April 27, 1971) "I believe the process is as important as the product." He was referring to another criterion which may be used to evaluate the effectiveness of the Royal Commission. The problem of unqualified teachers, poor schools and other issues raised in its study had become so much an accepted fact that they were being attacked with remarkably little enthusiasm. The Commission was successful in creating a new awareness of these problems and the necessity of vigorous action to solve them. The Commission must be viewed as an agent which not only recommended change but created an environment in which change was accepted.

SUGGESTIONS FOR FURTHER STUDY

Certainly no attempt can be made to evaluate the work of the Commission based on a study such as this which was confined to an examination of only a small segment of the Commission's investigation. There would appear to be a need for studies which would attempt to determine the response that has been made to the other recommendations in the Report.

Some areas which appear to justify further research are:

1. The influence of public hearings on the conclusions reached by the Commission.
2. What significant changes in policy took place in the period during which the Commission was conducting its investigation?
3. The role of researchers in influencing the direction in which the investigation by the Commission proceeded.

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Education in Alberta, 1959," (Unpublished Master's
Thesis, University of Alberta, Edmonton), 1970.

APPENDIX A

LIST OF PERSONS INTERVIEWED

Mr. C. K. Andrews
Director of Special Services
Department of Education
Government of Newfoundland

Dr. H. T. Coutts
Author of the Study "Teacher
Supply and Teacher Education
in Newfoundland."

Mr. H. A. Cuff
Director of Student Teaching
Faculty of Education
Memorial University

Mr. C. F. Furey
Registrar
Department of Education
Government of Newfoundland

Mr. C. J. Grant
Director of Administration
Department of Education
Government of Newfoundland

Dr. G. A. Hickman
Dean of the Faculty of Education
Memorial University

Mr. F. Kirby
Superintendent of Education
Conception Bay South Integrated
School Board, formerly Secretary
of the Royal Commission on
Education and Youth.

Appendix A (continued)

Dr. S. G. McCurdy
Professional Secretary
Newfoundland Teachers' Association

Dr. A. H. Roberts
Director of Summer Session and
Extramural Studies
Memorial University

Mr. C. Roebbotham
Associate Deputy Minister
Department of Education
Government of Newfoundland

Dr. P. J. Warren
Head
Department of Educational Administration
Memorial University; and Chairman of the
Royal Commission on Education and Youth

APPENDIX B

LIST OF BRIEFS EXAMINED

Anglican Board of Education for St. John's

Diocesan Synod Education Committee (The official brief
of representatives of the Anglican Church)

Dr. A. C. Hunter (deceased)
Dean Emeritus
Memorial University

Grolier of Canada Limited,
Eastern School and Library Division

Memorial University of Newfoundland

Newfoundland Teachers' Association

Roman Catholic Hierarchy of Newfoundland and Labrador
(The official brief of representatives of the
Roman Catholic Church)

Salvation Army Central Educational Board. (The
official brief of representatives of Salvation
Army educational authorities)

United Church Board of Education for St. John's

United Church Education Council (The official brief
of representatives of the United Church)

APPENDIX C

LIST OF RECOMMENDATIONS EXAMINED

50. We recommend that a joint committee representative of the Department of Education, Faculty of Education, Newfoundland Teachers' Association, and School Boards be set up to explore co-operative means of recruiting candidates for teaching.

51. We recommend that guidance and counselling services be expanded in the schools of Newfoundland as a means of providing sound and objective information as a basis for wise educational and vocational choice.

52. We recommend that an effort be made to recruit an increased number of teachers from places outside Newfoundland.

53. We recommend that every possible effort be made to increase the number of matriculants as the main source of candidates for teaching.

54. We recommend that consideration be given to increasing the flexibility of matriculation requirements.

55. We recommend that interested and promising adults be recruited as candidates for a career in teaching.

56. We recommend that, for the present, a differential bursary for students enrolled in the Faculty of Education be continued, but that ultimately aid to university students be the same for all.

57. We recommend that an increased emphasis be placed on retention of qualified teachers by (1) providing inducements that would permit them to advance to degree level, (2) improving their living and working conditions, (3) developing adequate salary scales consistent with today's needs and values, and (4) increasing their chances of gaining satisfaction from their work through advancement and recognition.

APPENDIX C (continued)

58. We recommend that the single salary schedule be continued and that teachers be paid on the basis of established years of teacher education, experience, and responsibility.

59. We recommend that the commencing salaries of fully qualified teachers be set at a level that is comparable to salaries paid in other professions in Newfoundland that require equivalent qualifications.

60. We recommend that salary schedules reflect higher payments at the top and that the length of time required to reach the top be reduced by means of fewer but larger increments.

61. We recommend that teachers be required to demonstrate their ability to teach over a period of at least two years before they are awarded a permanent certificate.

62. We recommend that the present uniform method of allocating teacher salary units be discontinued and be replaced by the method outlined in this chapter.

63. We recommend that suitable housing be provided for teachers living in rural sections of the province and, to this end, advantage be taken of the facilities provided by the Central Mortgage and Housing Corporation.

64. We recommend that school boards be encouraged to make rural schools more attractive and to provide schools with necessary teaching aids and equipment.

65. We recommend that in implementing this report some priority be given to the educational needs of those children living in the more remote areas of the province.

66. We recommend that for primary and elementary teachers in Newfoundland the minimum qualifications by 1972 be not less than the present Grade II Certificate or its equivalent; and by 1980, not less than the present Grade IV Certificate, including the B.A. (Ed.)

APPENDIX C (continued)

degree or its equivalent.

67. We recommend that for secondary teachers in Newfoundland the minimum qualifications by 1968 be not less than the present Grade II Certificate or its equivalent; by 1972, not less than the present Grade III Certificate or its equivalent; by 1976, not less than the present Grade IV Certificate or its equivalent; and by 1980, not less than the Grade V Certificate or its equivalent, including the B.A. (or B.Sc.) plus B.Ed. degrees.

68. We recommend that Newfoundland move towards the ultimate adoption of one basic certificate (a certificate to teach), based on five years of teacher education beyond Grade XI Matriculation and including a university degree, all added qualifications to be recorded as an attachment to the certificate or in a qualifications book.

69. We recommend that all high school teachers be required to take the conjoint B.A. (or B.Sc.) and B.Ed. programmes of Memorial University.

70. We recommend that for the foreseeable future teacher education programmes be offered through the Faculty of Education at Memorial University.

71. We recommend that teacher education programmes be not offered in any but a multi-faculty university of considerable size.

72. We recommend that teacher education programmes offered through Memorial University remain unified, not divided on denominational or other grounds.

73. We recommend that there be established a formal board of teacher education comprised of five representatives from each of the Department of Education, Memorial University, and the Newfoundland Teachers' Association whose duty it would be to advise the president of the university with respect to all matters relating to teacher education programmes. We further recommend that the chairman and the secretary of this board be elected from the membership and that there be a number

APPENDIX C (continued)

of members common to both the board of Teacher Education and the board of Teacher Certification.

74. We recommend that all teacher education programmes include at least one academic major subject of considerable depth.

75. We recommend that the board of Teacher Education give immediate attention to a review of the type of practicums - student teaching, internship, apprenticeship, field service - to be associated with the pre-service teacher education programmes of Memorial University.

76. We recommend that consideration be given to the establishing of departments within the Faculty of Education at Memorial University.

77. We recommend that facilities be provided by Memorial University to permit the Faculty of Education to expand its programmes and services as the needs of education in the schools of Newfoundland dictate.

78. We recommend that the Faculty of Education of Memorial University give consideration to making its programmes more flexible as outlined in this chapter.

79. We recommend that Memorial University, through its Faculty of Arts and Science, give consideration to the early introduction of university-level programmes in art, music, drama, and home economics in order to make possible the more diversified programmes needed in the schools of Newfoundland.

80. We recommend that, where programmes for the training of specialist teachers are not available in Newfoundland despite the demand, inducements be given for prospective candidates to study outside the province.

APPENDIX C (continued)

81. We recommend that Memorial University, through its Faculty of Education, consider extending its programmes to meet the special needs of teachers of the mentally and physically handicapped and of the intellectually and artistically gifted.

82. We recommend that Memorial University, through its Faculty of Education, introduce a programme for the training of teacher-librarians.

83. We recommend that Memorial University, through its Faculty of Education, introduce a diploma and master's programme and guidance and counselling and a diploma course in educational administration.

84. We recommend that Memorial co-operate with other universities in the Atlantic Provinces for the purpose of establishing a Centre for Graduate Studies at the doctoral level and at the master's level in certain specialized fields.

85. We recommend that Memorial University give consideration to making appropriate joint appointments between certain arts (or science) and education departments.

86. We recommend that the staff of the Faculty of Education at Memorial University be given further travel assistance to permit them to attend professional meetings in order to keep abreast of developments in their disciplines.

87. We recommend that increased efforts be made to involve the staff of the Faculty of Education of Memorial University in leadership roles in various aspects of Newfoundland education, such as curriculum development, in-service activities, school administration, and educational planning.

88. We recommend that the summer session for the training of probationers be discontinued as soon as possible.

APPENDIX C (continued)

89. We recommend that the summer session at Memorial University be expanded to meet the needs for further academic and professional training of capable licence and certificate holders working toward higher qualifications and/or university degrees.

90. We recommend that Memorial University expand its offering of credit courses during the summer session, evening programme, and other off-campus programmes, and that the university experiment with offering credit courses by radio and television.

91. We recommend that Memorial University, through its Faculty of Education, give consideration to offering non-credit programmes of professional enrichment to keep teachers abreast of the changes taking place in the areas of their teaching specialty.

92. We recommend that in-service education for teachers be placed on a more formal basis and that the University, the Department of Education, the Newfoundland Teachers' Association, and school boards provide more assistance and direction for carrying out these programmes.

93. We recommend that Memorial University, through its Faculty of Education, not offer professional courses by correspondence.

94. We recommend that the University develop a programme for the training of specialist teachers in religious education.

95. We recommend that provision be made at Memorial University, through the Faculty of Education, for the carrying through of research studies related to various aspects of teacher recruitment, selection, preparation, placement and proficiency.

96. We recommend that a study of the principles that guide teacher education in Newfoundland be made from time to time by a committee representing the Department of Education, the Newfoundland Teachers' Association, and Memorial University.

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